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ABSTRACT

Oregon's School Improvement and Professional Development Program (SIPD) was created to: (1) assist local district goal achievement; (2) establish site committees to initiate school improvement and shared decision making; and (3) provide professional development opportunities. The following outcomes are evaluated in this report: development of school improvement goals; project goal achievement; student outcomes and school factors; and identification of successful features. Methodology involved fall and spring administration of questionnaires to staff, staff interviews from a sample of 25 projects at 72 sites, and review of four quarterly individual project reports. Findings indicate that the program contributed to a substantial increase in the number and types of goal-setting activities, an increase in assessment activities, and a relative increase in staff participation in decision making. Personal involvement and site leadership were most important factors for success; another was realistic project goals. Interview findings present schools as organizations composed of multiple occupational communities; the new governance structure helped to blur the boundaries between different groups. Included are 22 tables and 52 figures. (2 references) (LMI)

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Oregon School Improvement and Professional Development Project

Final Report

Submitted to the
Oregon Department of Education

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Evaluation and Assessment Program

October 1989

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1. INTRODUCTION

Background and Overview of HB 2020

The School Improvement and Professional Development Program (SIPD) had its origins in 1987 in the recommendations of the Citizens Advisory Committee to the Oregon Legislature's Joint Committee on Education. That advisory committee, through its recommendations, hoped to address two major concerns: *"... the lack of professional growth opportunities within the careers of individual teachers and workplace conditions that compromise the professional autonomy and effectiveness of all teachers."*

As a result of the advisory committee's recommendations, the Oregon legislature enacted HB 2020 which directed the State Board of Education to establish a School Improvement and Professional Development Program (SIPD) to encourage initiatives which promote educational excellence in Oregon's public schools. Specifically SIPD is based on the following rationale taken from HB 2020:

1. Further initiatives to promote educational excellence in the public schools are of vital importance in increasing student learning and strengthening Oregon's economy.

2. The state should encourage and assist local school districts in their efforts to establish school goals through a process that involves educators and members of the community and to develop effective tools to measure progress against those goals that will increase the public accountability of educational programs.

3. New career opportunities for professional development are desirable to recognize skills, knowledge of their subject matter and other appropriate indicators of their professional growth.

4. The establishment of site committees for the school district and for individual schools is desirable to encourage new initiatives in school improvement and shared decision making, the assessment of educational progress, and provide new and expanded opportunities for teachers and to facilitate efforts to restructure the school workplace to provide educators with greater responsibility while increasing their accountability.

During the 1988-89 school year, 70 Oregon schools received funding for School Improvement and Professional Development projects. A variety of data collection activities were undertaken to address four basic evaluation questions:

- What differences did the School Improvement and Professional Development Program make with respect to the development of school improvement goals, the assessment of educational progress, opportunities for teachers' professional growth, and school-based management of improvement?

- To what extent did the projects reach the goals established in their applications?

- What impact did the projects have upon the improvement of student outcomes and the conditions of schooling that affect student outcomes?

- What aspects of project context, design, and implementation affected project success?

The Northwest Regional Educational Laboratory (NWREL) conducted the evaluation of the School Improvement and Professional Development Program under a contract with the Oregon Department of Education. Data were collected from a late fall staff questionnaire, a spring staff questionnaire, interviews with staff from a sample of 25 projects, and four quarterly reports completed by each project. In the following sections of this report, the findings from the data analysis are reported in relation to the four evaluation questions stated above. Prior to the presentation of these results, however, we describe the key characteristics of the programs, and the variables that were measured.

2. SUMMARY AND DISCUSSION OF FINDINGS

The major conclusions which could be drawn from the presentation of data and discussion are:

Impact on Goal Development

- As a result of SIPD, there was a substantial increase in the amount and types of activities related to goal setting. There was more teacher and community involvement in developing school goals, and greater agreement among teachers about the school's instructional goals.

Impact on Assessment Activities

- As a result of SIPD, there are more assessment activities, a stronger commitment to accountability, and a greater involvement of teachers in assessment activities. However, site committee members need more training in selecting assessment instruments and in summarizing and interpreting the data they have collected.

Impact on School-Based Management

- As a result of SIPD, there are significant increases in the amount of collaboration among teachers and administrators in decision-making, curriculum planning, and problem solving.

- Staff members at SIPD schools saw the project Site Committees as effective change agents who represented their interests, communicated effectively with the school faculty, and had clear visions of how to improve the school.

- Despite the tremendous impact of HB 2020 on the nature and extent of decision-making opportunities and influence in professional development activities, faculty members still feel that the level of involvement and influence they would like to have exceeds the level that they actually do have.

- Prior to HB 2020, school improvement decisions had been predominantly the jurisdiction of school and district administrators, but were now the province of both teachers and administrators. Being able to conceptualize a school improvement program and implement their decisions from start to finish increased teachers' sense of efficacy and professionalism.

- Due to the practices set in place by the HB 2020 legislation, collaboration among staff is taking place in areas broader than the school improvement project. However, the changes in staff collaboration are different for elementary, intermediate and high schools because of differences in the norms, values, beliefs, and practices at the different school levels.

- Faculty members in small districts felt they had more opportunity to influence decisions than faculty members in very large districts unless those districts were decentralized.

- Site committee members perceived themselves as having more decision opportunities than non-site committee members. Authority to make decisions concerning allocation of funds was a critical aspect of their role.

- Teachers and administrators differed in their perceptions of teacher influence in decision making, which results from the confusion about the difference between decision involvement and decision influence. Principals referred to teacher involvement on various committees when they spoke of how teachers were able to influence decisions. Teachers, however, felt they were involved in decision making, but not influential in the outcome.

- Although site committees were viewed as integral to the school improvement process, it was the principal who was widely regarded as the catalyst for change. Teachers tended to view their principals as instructional leaders, while principals saw themselves more as managers of people and resources.

Impact on Professional Growth and Development

- As a result of their HB 2020 projects, staff perceived large increases in their involvement in professional growth activities. Responsibility for determining what professional development activities to offer and who would participate changed dramatically from a perception of "administrators only" to "teachers and administrators."

- The availability of professional development activities at a time when most districts have had to curtail staff development efforts was reported to be the most significant feature of the SIPD projects.

- Staff development activities at the intermediate and high school levels were more successful if they had a ready application to the subject matter of individual teachers.

- Although mini-grant projects had to relate to the school's SIPD project goals, they allowed individuals to design a project tailored to their specific needs and interests. For many individuals, this was the most satisfying aspect of the SIPD project.

Accomplishment of Project Goals

- Most projects met at least some of their goals to some extent. Many of the projects had student outcome goals which were unrealistic in terms of significant growth in one school year. Projects with intermediate goals such as staff development, curriculum development, and restructuring made satisfactory progress toward their goals. Most projects could have benefitted from more technical assistance in summarizing and interpreting their data.

- Site committees typically met twice each month and assumed most of the responsibility for collecting and interpreting data on school improvement needs, allocating resources for school improvement activities, and determining eligibility for professional development mini-grants. Over half of the site committee members were either uncertain or agreed that their project effects would dissipate without continued external support.

Improvement of Student Outcomes

- In terms of student outcomes, staff members perceived the greatest amount of progress in student achievement, followed by student attitudes and student behaviors. Perceived growth in these areas increased from the Fall 1988 to the Spring 1989.

Project Characteristics Affecting Outcomes

- Regression analysis of the Fall and Spring questionnaires indicated that the strongest predictors of positive project outcomes were personal involvement in the SIPD project, goal setting processes, school climate, site committee leadership, and principal leadership. The strongest predictors of perceived SIPD project success were similar: site committee leadership, personal involvement in the SIPD project, and professional development activities.

Summary of Interview Data

The organizational literature speaks of schools as having distinct cultures with unique patterns of beliefs and expectations that are shared by members and that establish the norms and rules governing the behavior of members. A school's culture is presumed to be in part a response to exigencies in the larger environment in the sense that norms and rules governing behavior are often dictated by constraints and contingencies imposed by regulatory agencies, and in part formed by the mix of people in the school. Practices in a school reflect the human response to external regulatory mechanisms and the beliefs that people carry around in their heads about the way things should be done -- how one's work should be carried out and how one conducts oneself in that process. Differences from one school to another reflect the interaction between the people in the school and their environment. Efforts to implement fairly standard reform measures are expected to be somewhat different from school to school but because a school is conceived as having a unitary culture, the metamorphosis of change with its uniform legislated requirements is expected to result in a similar set of practices. Such a vision of schools is so sacrosanct that no one really questions whether it represents the reality of how schools work with regard to implementing schoolwide improvement projects.

Schools, however, have not one culture but many. Conversations with teachers and administrators in SIPD schools suggested that a more apt image of schools is an organization comprised of several often diverse occupational communities. The vivid descriptions of how faculty members came together and negotiated the specific features of their projects spoke to a different picture of how schools operate. The notion of there being multiple cultures operating simultaneously, each representing different values, beliefs, and expectations, and alongside a district organizational culture (often reflected in the administrative structure of a school) more appropriately personifies the experiences of teachers as they described how they designed and implemented their SIPD projects. High schools in particular, with their distinct disciplinary cultures

where department practices often are predicated on the shared norms, values, and beliefs of the discipline, went about the process of instituting change differently than elementary schools. The different (i.e., disciplinary) occupational communities in high schools are marked by distinctive work cultures. For high school teachers, coming together and discussing the shape or form of their SIPD project meant adopting a generic language that individuals could use to talk about change. The process took time and for some large high schools, key actors involved in the schoolwide change efforts spoke of feeling that they were still in the initial stages of project implementation. Coordinating people and activities during the project design phase took more time than most people had anticipated. Size often militated against their rate of progress as well as the complexity involved in coordinating disparate groups of individuals. Elementary schools, while not as diverse as high schools in terms of having distinct disciplinary communities, had different work cultures as well. Primary teachers and intermediate teachers often represented distinct work cultures with their own shared set of values, norms, and perspective making communication between, for example, kindergarten and sixth grade teachers difficult. Hence, key actors in elementary schools also spoke of the importance of acquiring a common language that would enable them to come together and talk about change. Junior high and middle schools were organizationally the most diverse, often having a mix of faculty members -- some with training as subject matter specialists and some with training as elementary teachers. A variety of often quite different occupational communities (and organizational role conflict) abounded in junior high and middle schools resulting in a change process that did not mirror either high schools or elementary schools.

Viewing schools as organizations with multiple occupational communities makes it possible to understand some of the differences found among SIPD schools, particularly differences related to site-based management. Importantly, the individuals comprising the occupational communities in each of the SIPD schools are bound together by common values, interests, and a sense of tradition, and they frequently shared bonds of solidarity or mutual regard. The language members used to communicate with one another reflected not only a shared history of working together, but symbolized the group's ideas, thoughts and feelings about "the way things are done around here." Not too surprisingly, each community's quest for occupational self-control and governance over work and the strategies employed to enhance their likelihood of gaining control was different and reflected the cultural mores or practices of the group. What these differences meant for implementing a new governance structure is reflected in both the process of selecting site committees and developing goals and the perceived ability of individuals to increase their authority over their world of work. At a minimum, the proposed new governance structure blurred, or in some cases, removed the boundaries distinguishing extant work groups and reorganized individuals into different work teams. Importantly, it also challenged -- in many cases -- well-institutionalized beliefs and practices by promoting a new way to gain occupational self-control and governance over work.

3. PROGRAM DESCRIPTION

Site Selection

House Bill 2020 provided for a competitive application procedure for SIPD grants. Four district size categories were created: Small (under 1000 ADM), Medium (1000-3999 ADM), Large (4000-10,000 ADM), and Very Large (over 10,000 ADM). Sites were selected through a competitive application process based upon district ADM and further subdivided into grade level sub-categories. Thus, the applications from districts of a similar size and grade level were reviewed together.

Based upon a $1000 per FTE formula in the legislation, funds were provided for approximately seven percent of Oregon's teachers. The total amount of money available in each of the size categories was determined by multiplying the number of FTE in each category by seven percent times $1000. Slightly less than two million dollars were available for awards in the 1988-89 school year.

There were a total of 232 applications and grants were made to 70 sites. Forty-two of these were elementary, 11 were middle school or junior high, 12 were senior highs, and 5 were others such as K-12 schools, ESDs, or a consortia of small schools. Implementation of SIPD projects was facilitated through technical assistance provided by the Oregon Department of Education and three Professional Development Centers located throughout the state.

Research on School Improvement

Space does not permit a full discussion or even an overview of the research on school improvement. Good overviews of the research are documented elsewhere, such as, *Effective Schooling Practices: A Research Synthesis* (School Improvement Program, Northwest Regional Educational Laboratory, 1984). Research suggests that school autonomy, strong leadership, clear school goals, rigorous academic requirements, an orderly setting, teacher involvement in school decision making, high parental involvement and interest, and high expectations for student performance are features of schools which are strongly related to educational effectiveness. Most school improvement efforts and reform movements revolve around one or more of these features. The School Improvement and Professional Development Program (SIPD) is no exception.

The possibility for success of SIPD certainly exists--but is there a reasonable probability for success? An important study by the Education Commission of the States (ECS) suggests that there is (Anderson and Odden, 1986). The ECS study of ten states strongly suggests that state initiatives can have a strong local impact if:

1. There is general state pressure to improve
2. There is political support from leaders in both the executive and legislative branches
3. Discretionary money is available to local districts and schools
4. There is political support and appropriate organizational structure within the state department of education

5. The state department of education has a collegial relationship with local districts and schools

6. There are adequate resources

7. There is a state effort to develop local capacity through technical assistance.

Each of these factors is, at least to some extent, a feature of SIPD.

Overview of Funded Projects

While each of the 70 SIPD projects is unique, there are certain similarities in their major goals, and most sites had multiple goals. Table 1 displays this relationship.

Table 1.
SIPD Project Focus by District Size*

Type Goals	Size District Small	Medium	Large	Very Large	Total
Curriculum focus	15	26	9	3	53
Student focus	19	22	15	15	71
Instructional or Governance focus	35	40	31	29	135

* Small = Under 1,000 ADM, Medium = 1, 000 to 4,000 ADM, Large = 10,000 ADM and Very Large = Over 10,000 ADM

As Table 1 shows, slightly more than half of the goals were in the instructional or governance category. The other goals were divided between curriculum and student-related goals, with the greater portion being devoted to student concerns. Examples of goals with a curriculum focus include:

To establish a computer literacy curriculum.

To align the curriculum so that instructional activities and assessment items address the same body of knowledge.

Examples of goals with a student focus are:

To improve the competency level of students in spelling, study skills and critical thinking skills.

To develop a program that recognizes positive student behavior and reduces the number of referrals.

Examples of goals with an instructional or governance focus include:

To provide professional development activities that result in experiential learning.

To increase the opportunity for teachers to develop leadership skills.

To increase community involvement in the school.

To increase staff involvement in school management and decision-making.

In summary, most projects had from three to five goals. Some schools tended to focus all their goals in one area, e.g., student outcomes, but most of the schools designed a project that cut across two or three areas. For instance, there would be a goal to increase student achievement (student focus), a goal to provide staff development in cooperative learning techniques (instructional focus), and a goal to increase teacher involvement in school decision-making (governance focus). Usually the goals were inter-related, but this was not always the case. Oftentimes the student outcome goals were based on prior attainment of staff development or curriculum development goals. Thus, as we will see later, within a nine-month school year it was unrealistic to expect teachers to learn about and apply new curricula and methods that would have an immediate impact on student attitudes, behaviors, or achievement.

4. SOURCES OF DATA

Data for this evaluation were collected from several sources: a late fall staff questionnaire, a spring staff questionnaire, interviews with staff from a sample of 25 projects, and four quarterly reports completed by each project.

Fall Questionnaire

In December 1988,sources of Data staff from participating schools were asked to respond to a 136-item questionnaire regarding the conditions in their school before the SIPD project and at present, the management of school improvement before SIPD and at present, the effects of SIPD up to the present time, and their perceptions of the SIPD project. Site committee members responded to an additional 17 questions concerning the frequency of their meetings and their responsibilities. A total of 1,930 persons responded to the fall questionnaire, for a return rate of 98 percent.

Spring Questionnaire

A similar questionnaire was mailed to staff from the 70 projects in April 1989. The spring questionnaire consisted of 114 items measuring conditions in the school at the present time, the effects of the SIPD project, perceptions of the SIPD project, and desired and actual school site decision-making processes. An additional seven questions were asked of site committee members concerning their meeting frequency, project implementation, and future school improvement plans. A total of 1,671 staff responded to the spring questionnaire, for a total return rate of 84 percent.

Tables 2 through 5 show the number and percentage of respondents to each survey, broken out by staff position, school level, district size, and site committee membership.

Quarterly Reports

Four quarterly reports were requested from each of the 70 sites. These reports asked for information concerning site committee activities in the areas of governance, goals, professional development, curriculum and instruction, as well as mini-grant reports and outcome data sheets. Report completion was excellent for the first three quarters, but seven projects did not complete fourth quarter reports.

Interviews

Site visits were made to a sample of 25 schools from January through March 1989. The sample was selected to achieve a balance of elementary, intermediate, and secondary schools as well as geographic representation across eastern Oregon, southwestern Oregon, and northwestern Oregon. The purpose of the interviews was to give faculty members an opportunity, using a structured but open response format, to discuss the implementation of their school's SIPD project.

Interviews were conducted with randomly selected members of the site committee, with individuals not on the site committee, with recipients of mini-grants, with the site committee chair, and with the school principal. A total of 192 interviews were conducted, 76 at the elementary school level, 28 at the middle school/junior high level, and 88 at the high school level.

Table 2.
Survey Respondents by Position

Position	Fall Survey		Spring Survey	
	Number	Percent	Number	Percent
Teacher	1640	85	1416	86
Administrator	98	5	80	5
Media Specialist	45	2	45	3
Counselor	74	4	57	3
Other	68	4	51	3

Table 3.
Survey Respondents by School Level

Level	Fall Survey		Spring Survey	
	Number	Percent	Number	Percent
Elementary	807	42	747	45
Intermediate	287	15	247	15
High School	731	38	599	36
Other	103	5	75	4

Table 4.
Survey Respondents by District Size

District Size	Fall Survey Number	Fall Survey Percent	Spring Survey Number	Spring Survey Percent
Under 1,000	398	21	342	20
1,000 - 4,000	670	35	598	36
4,000 - 10,000	513	27	429	26
Over 10,000	347	18	299	18

Table 5.
Survey Respondents by Site Committee Membership

Position	Fall Survey Number	Fall Survey Percent	Spring Survey Number	Spring Survey Percent
Site Committee Chair	74	4	67	4
Site Committee Member	496	26	301	20
Non-site Committee	1356	70	1186	76

5. RESULTS AND DISCUSSION: IMPACT ON SCHOOLS

In this section, we look at the impact of the SIPD program on the development of school improvement goals, the assessment of educational progress, school-based management of improvement and opportunities for teachers' professional growth.

Development of School Improvement Goals

Goal Setting Processes

One of the intents of HB 2020 was to assist schools in establishing school goals through a process that involved educators and members of the community. The process typically involved the following steps:

1. Election or selection of a site committee
2. Discussion of problem areas by entire faculty
3. Assembly of statistical data and test scores
4. Surveys of staff, students, and parents
5. Drafting of goals by the site committee
6. Final selection or approval of the goals by the entire faculty

A swirl of activity best characterizes the goal development process in each of the SIPD schools visited. This activity began at the time schools decided to apply for a 2020 grant and, according to interviewees, the way faculty worked on the grant application set the stage for how faculty members would work together after the grant had been awarded. Initial interest in applying for the grant began small in the sense that a small group of faculty members gathered to discuss the grant and the application process. Most often a central office administrator had apprised the school principal about the grant and the principal in turn met with faculty members who were, in the eyes of their colleagues, the group who was always involved in and excited about school improvement activities. Not surprisingly, this group of individuals ultimately became identified as the school's harbinger of and catalyst for change. In many schools, the group was elected by colleagues as their school's 2020 site committee.

Unlike school goals that had been developed in the past, the goal development process in the majority of schools visited involved the entire faculty and oftentimes members of the community. Site committees were responsible for overseeing this activity and, regardless of school level, approached the task with fervid determination that the interests and needs of the school would be reflected in the goal(s) selected. Zealous in their behavior, site committee members described how they conducted a needs assessment that resulted in the identification of their school's SIPD goals. Depending on school size and organizational complexity, site committees initially either held entire school faculty meetings or interviewed faculty members to solicit their concerns about

school-related issues that needed to be addressed. Elementary school site committees were more inclined to employ a whole school faculty meeting as the forum for discussing issues. High school site committees were more apt to rely initially on individual interviews with faculty members to solicit their opinions about pressing concerns and then meet as a total site committee to determine faculty members' priorities and develop goals. Middle school/junior high school site committees tended to use the entire school faculty meeting approach to develop goals; however, they generally divided the faculty into small groups first to discuss issues and concerns and then brought the group together to develop priorities and decide on schoolwide goals.

Regardless of the method employed, all faculty members interviewed felt that all school staff were involved in the goal development process. For many interviewees this was the first time their views had been solicited and taken into consideration. As a result, the goals adopted were felt by interviewees to represent the interests and concerns of everyone. Not surprisingly, interviewees commented that they felt a greater sense of commitment toward reaching the goals because the SIPD goals were "their goals."

Changes in Goal Setting Processes

Seven items on the Fall questionnaire and six items on the Spring questionnaire dealt with the goal setting process. Table 6 shows the descriptive statistics for each item before the SIPD project, in the Fall of 1988, and the Spring of 1989. There are large increases from "Before SIPD" to "Fall 1988" in the percent of staff who agree with these statements, but there is little change from "Fall 1988" to "Spring 1989" in the percent of staff who agree with these statements. This would be expected since there was little additional goal setting activity once the projects began. However, it seems that there was a substantial increase in the amount and type of activity related to goal setting, as well as improvement in the degree of collaboration surrounding matters of educational goal setting since the start of the SIPD projects.

It appears that the intent of more teacher involvement and more community involvement in developing school goals has been realized. Further, there is greater agreement among teachers on the school's instructional goals, and these goals directly influence what goes on in the school. Responses to specific items are graphed in Figure 1 through Figure 7.

The fact that SIPD goals were, according to interviewees, "their goals" distinguishes SIPD goals from the majority of school goals many of the schools had prior to HB 2020. Indeed, most goals adopted as school goals had been district goals or an adaptation of the district's goals and the goal development process was, according to teachers, little more than a sanctioning of these goals. According to interviewees, previous school goals generally were abstract or vague and not meaningful in the sense that teachers knew how to reach the goals. Even though principals of SIPD schools were actively involved in school improvement activities and in particular were credited with having a clear vision of where they wanted to take the school and the knowledge of how to get there, interviewees kept coming back to the fact that the SIPD goals were "their goals," not administrator's or central office's goals, and that this is what made SIPD projects different. Moreover, because of their involvement in the goal development process, most interviewees said they had a general sense of how they were going to reach the goals. And for individuals in schools that had gone through the OTE goal development process, there was a level of confidence that involving faculty in goal development activities made a difference in a school being able to reach its goals.

Table 6.
Goal Setting Process

Item	Before SIPD Mean	Before SIPD S.D.	Fall 1988 Mean	Fall 1988 S.D.	Spring 1989 Mean	Spring 1989 S.D.
High level of agreement on instructional goals among teachers	2.79	.88	2.42	.90	2.43	.92
Ideas from community groups are sought in problem solving efforts	2.92	.87	2.56	.91	2.63	.88
Community involvement is sought in developing school goals	2.83	.89	2.41	.92	--	--
We look ahead and don't spend all day responding to problems	2.85	.96	2.37	.95	2.41	.94
Goals for school improvement have the backing of all teachers in this school	2.59	.92	2.09	.89	2.11	.96
Goals for school improvement directly influence what goes on	2.57	.90	2.04	.86	1.96	.83
Strong commitment to identify the most significant needs for improvement	2.62	.95	1.96	.89	2.03	.91

Key

1 - Strongly Agree
2 - Agree
3 - Uncertain
4 - Disagree
5 - Strongly Disagree

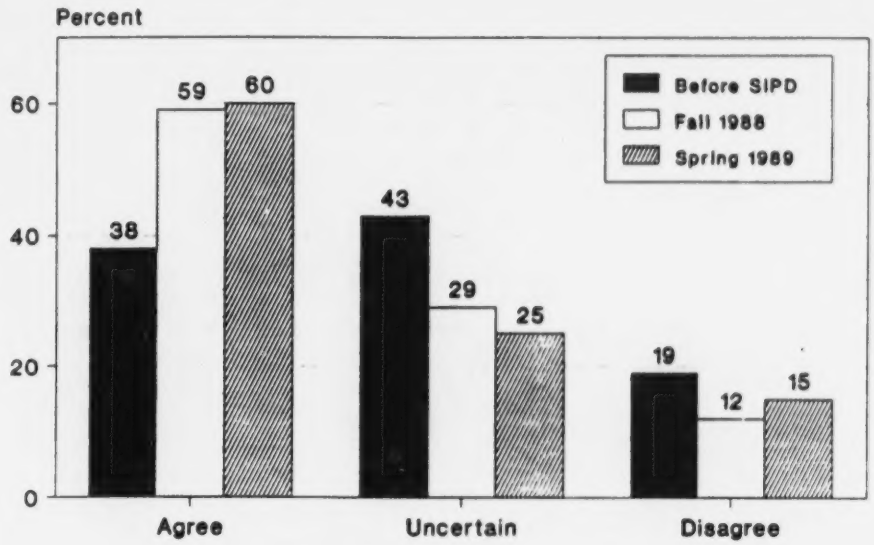


Figure 1. There is a high level of agreement on instructional goals among teachers.

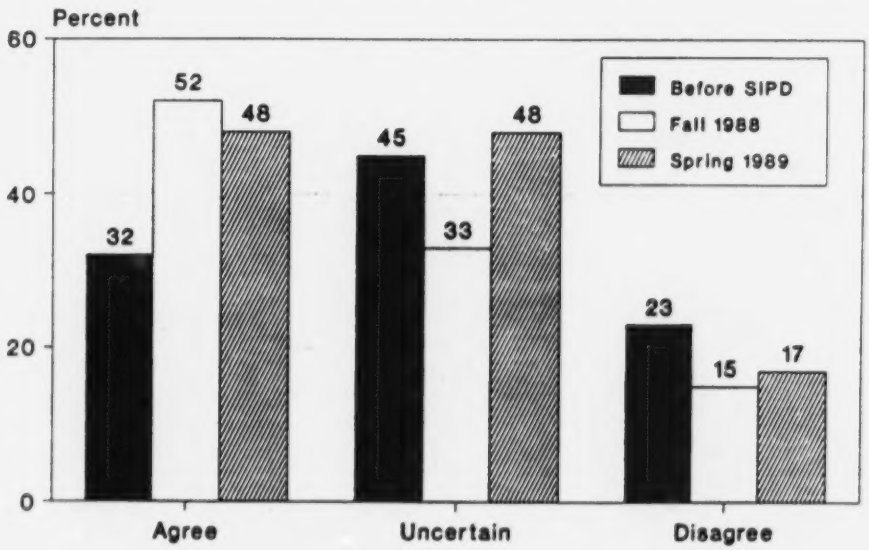


Figure 2. Ideas from community groups are sought in problem-solving efforts.

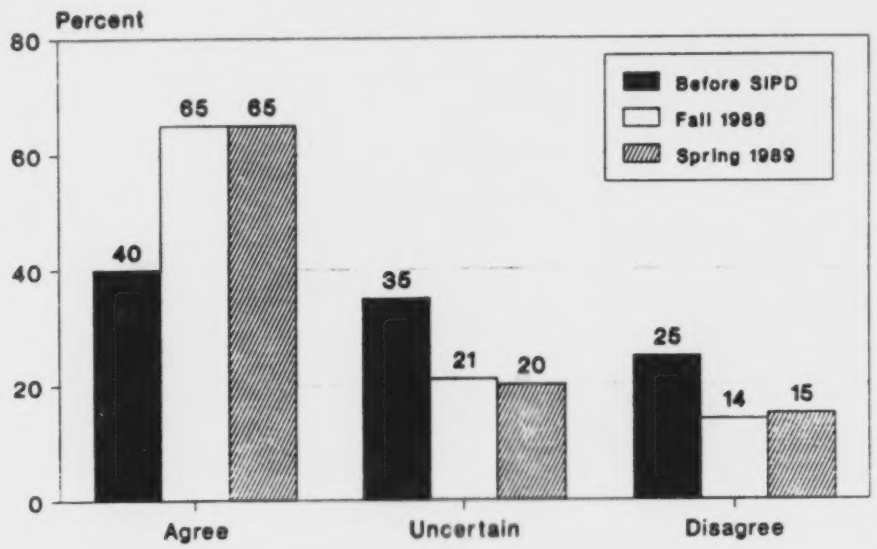
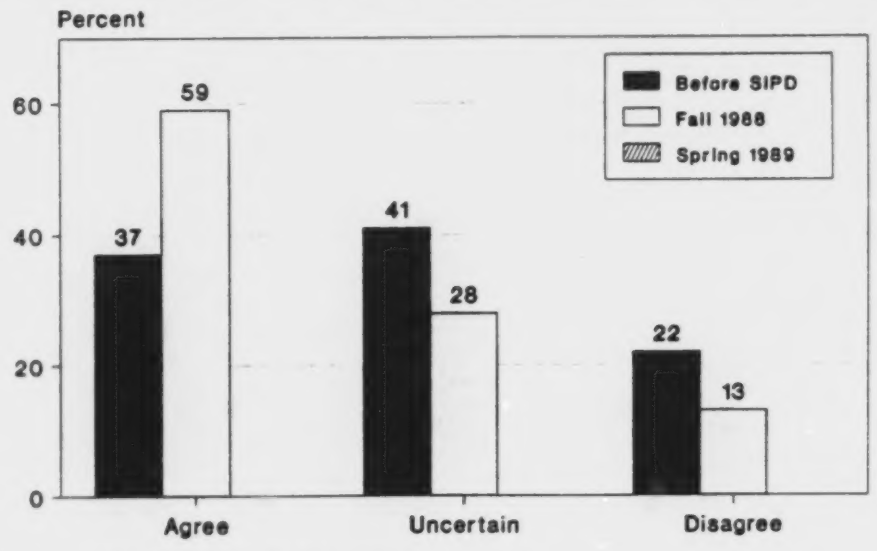


Figure 3. Community involvement is sought in developing the school's goals.



Note Question was not in Spring survey

Figure 4. We look ahead; we don't spend all our time responding to daily problems.

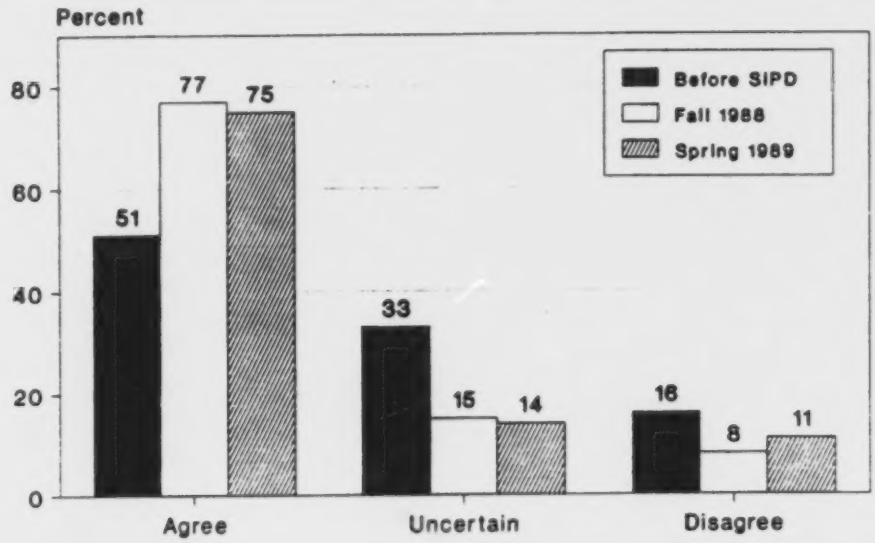


Figure 5. Goals for school improvement have the backing of all teachers in this school.

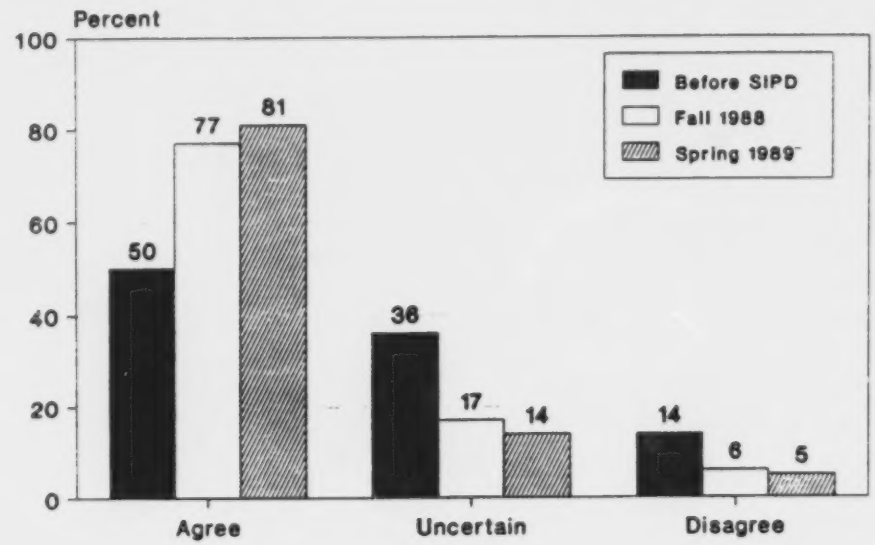


Figure 6. Goals for school improvement directly influence what goes on in this school.

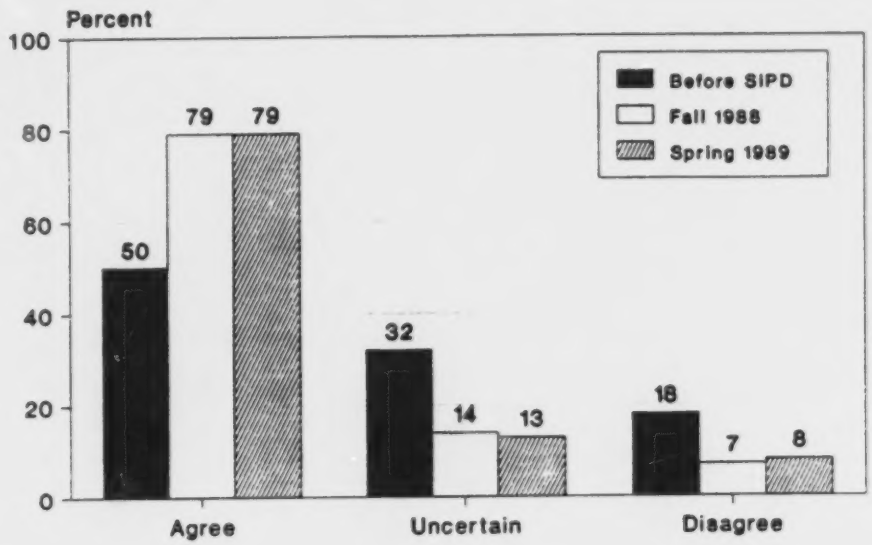


Figure 7. There is a strong commitment to identify needs for improvement in this school.

This was particularly true in elementary schools that had selected goals that were academically oriented, e.g., an art program, a writing program, a music program, etc. In these schools, interviewees were able to relate their professional development activities and their classroom activities to specific school goals. In discussions with faculty in these schools, one had the feeling that the school possessed a sense of "mission" and the entire faculty was involved in achieving the goals they had set for themselves. This ability to cohere around school goals in a way that communicated that everyone was working together toward the attainment of the school's goals was less likely in schools where there were multiple goals that were not instructionally or academically oriented. Although this was the case in some elementary schools visited, the situation most often occurred in middle school/junior high schools and in high schools. Organizational diversity accounts in large part for this difference in goal orientation. High schools in particular are structurally differentiated organizations with faculty representing diverse backgrounds. Such circumstances have resulted in a greater tendency toward the development of multiple goals that represent the interests and concerns of different constituencies. The goals developed generally are more diffuse and they have tended to be more process oriented rather than centering on academic excellence. In these schools, interviewees were less likely to be able to cite the goals as much as they could discuss the goal development process and their involvement in a variety of professional development activities to reach one or more of the goals.

Changes in Goal Setting Influence

Five items on the Fall questionnaire asked what groups had the greatest influence on goal setting activities before the SIPD project and at the present time. As Figures 8 through 12 illustrate, nearly half of the respondents thought "Administrators Only" had the most influence before SIPD, but those percentages dropped dramatically by late Fall of 1988. The gains were seen in the category of "Teachers and School Administrators," where the percentages of respondents

choosing this category ranged from 66 percent to 77 percent across the five items. Percentages of staff choosing "Teachers Only" were small, and changed little across the two time points. Thus, the goal of increasing teacher involvement in goal setting was met, to the extent that this involvement meant a greater collaboration between teachers and school administrators.

In sum, goal development in each of the schools visited was a dynamic process that was orchestrated by site committees. All faculty members were involved although involvement was handled differently in elementary schools, middle schools/junior high schools, and high schools. Faculty members attributed their level of commitment to reaching the goals to their influence and involvement in the goal development process.

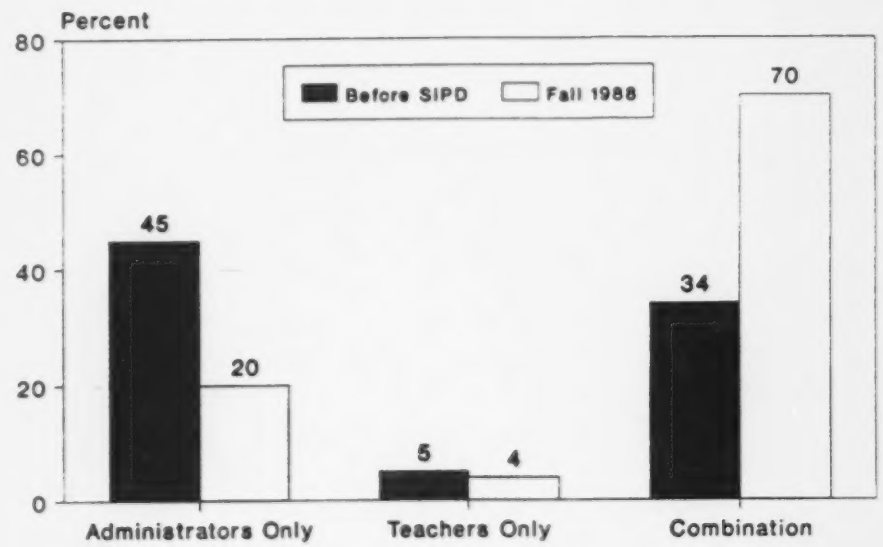


Figure 8. The group which has the greatest influence on collecting data for improvement needs.

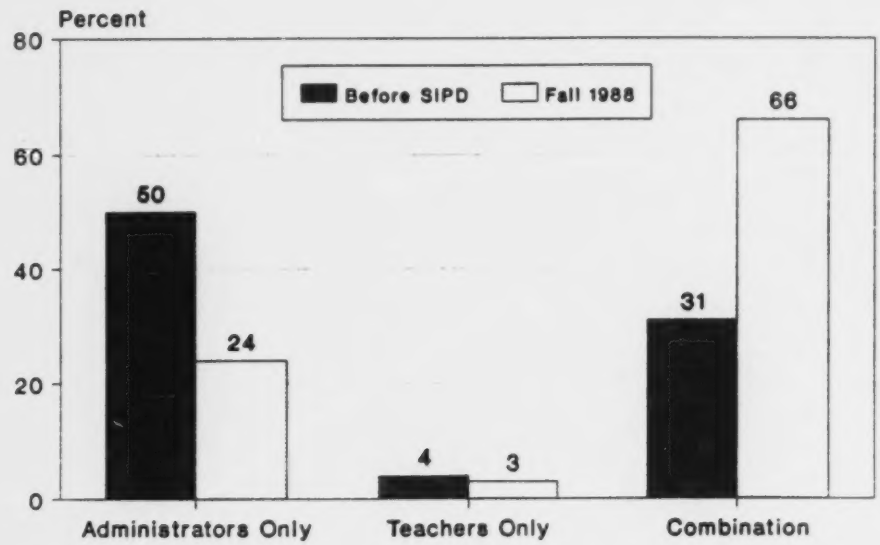


Figure 9. The group which has the greatest influence on interpreting improvement needs data.

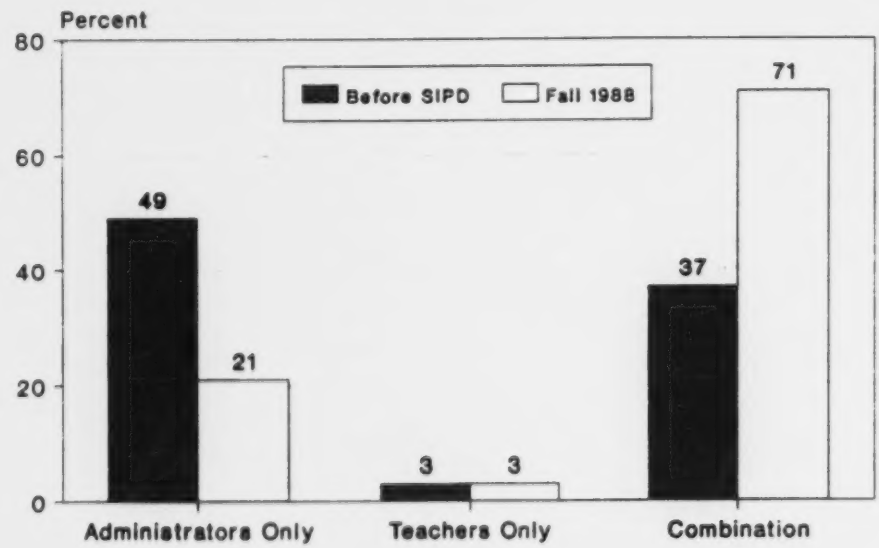


Figure 10. The group which has the greatest influence on deciding specific improvement areas.

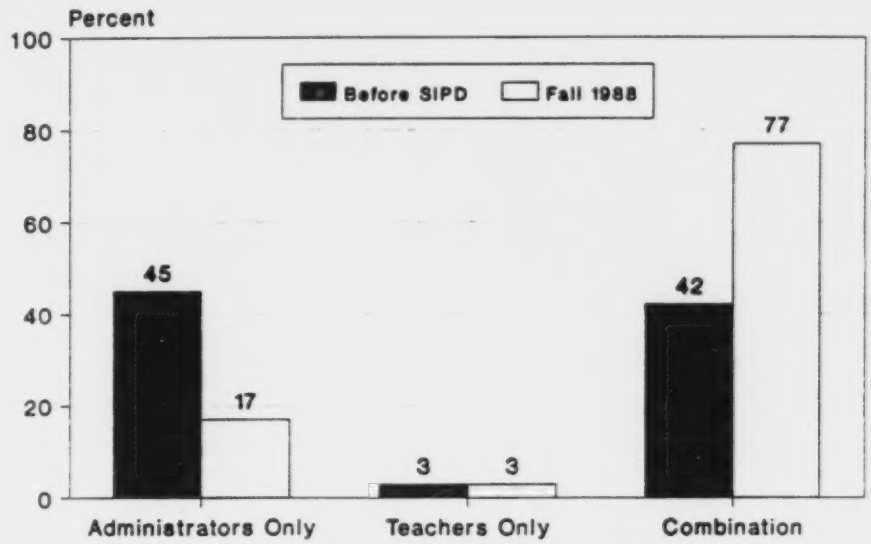


Figure 11. The group which has the greatest influence on establishing school improvement goals.

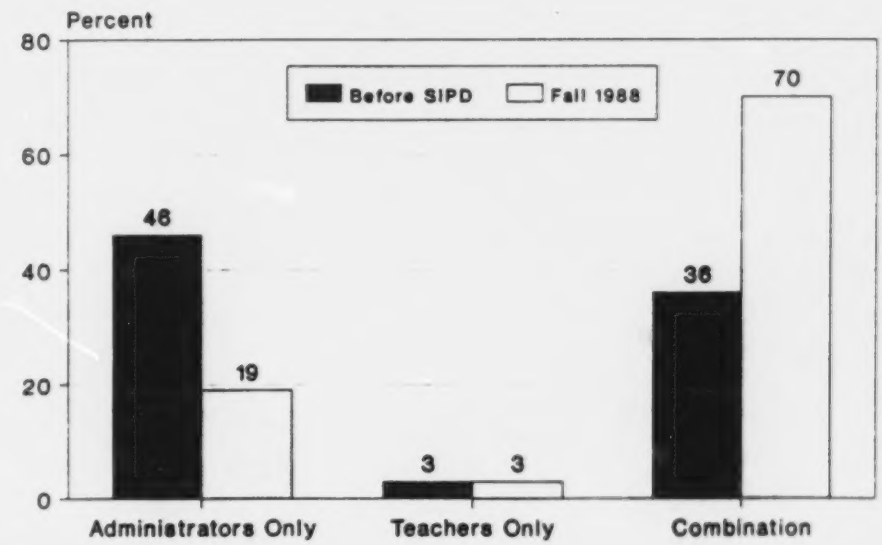


Figure 12. The group which has the greatest influence on determining criteria for goals.

Assessment of Educational Progress of School Programs and Students

Information about assessment activities was available from the two questionnaires, the quarterly reports, and the onsite interviews.

Questionnaire Data

The Fall questionnaire asked seven questions regarding assessment, and three of these questions were repeated in the Spring. Figures 13 and 14 show sizeable increases from "Before SIPD" to "Fall 1988" in the percent of staff who agree that information is collected from a variety of sources and used to help make decisions, and who agree that there is a strong commitment to accountability in their school. There is a slight increase from Fall 1988 to Spring 1989 in the percent of staff who agree that information and data they collect are used to monitor the progress of the SIPD project (Figure 15). The percent of staff who felt that "Teachers and School Administrators" gathered data to note progress toward reaching school improvement goals increased from 31 percent "Before SIPD" to 64 percent in "Fall 1988" (Figure 16). Taken together, these data indicate that there are more assessment activities since the SIPD project began, and teachers are more likely to be involved in them than they were before the SIPD project.

Three items on the Site Committee portion of the Fall questionnaire asked about the assessment and evaluation activities of the site committee. More than two-thirds of the respondents felt that the site committee had sole responsibility or most of the responsibility in gathering data, evaluating the program, and determining if goals had been met (See Figures 17 through 19).

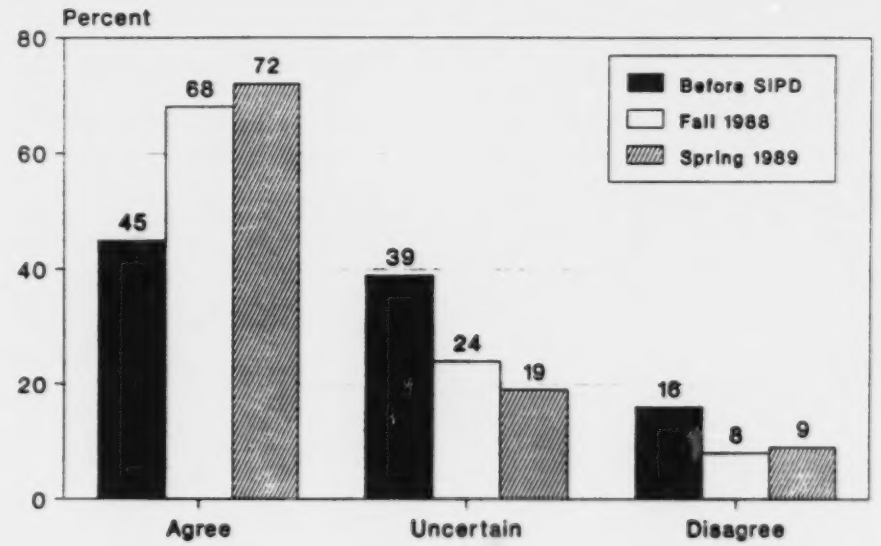


Figure 13. Information collected from many sources is used to make decisions at this school.

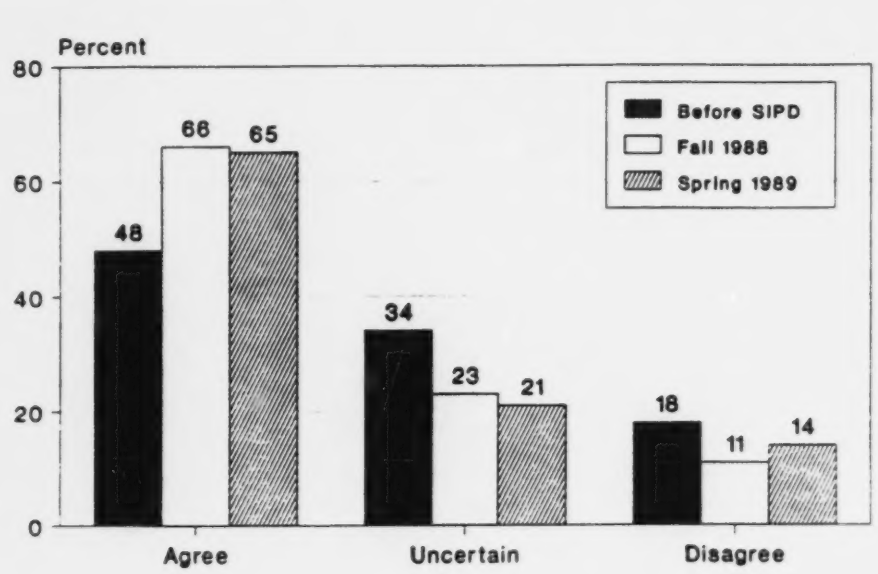


Figure 14. There is a strong commitment to accountability at this school.

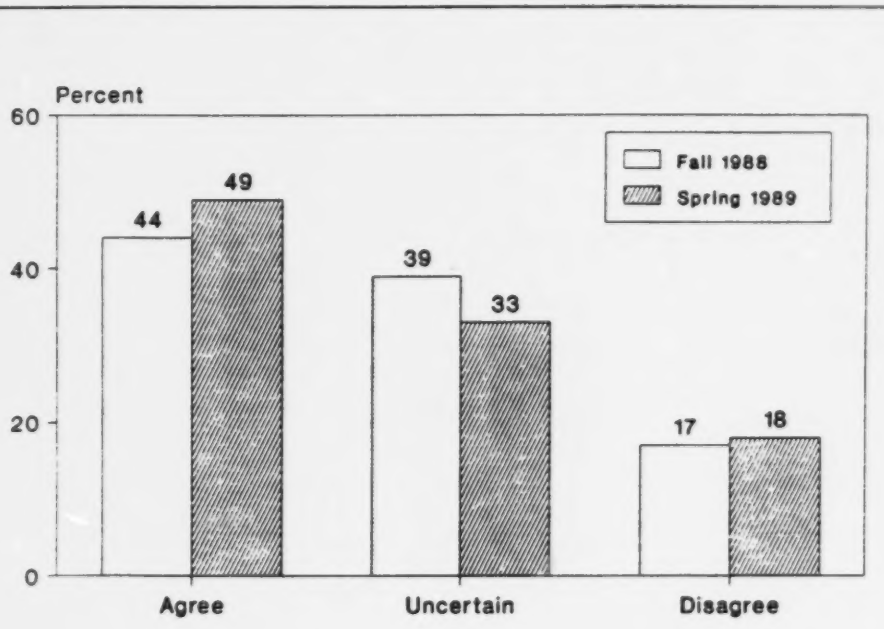


Figure 15. I collected information and data used to monitor the progress of the 2020 project.

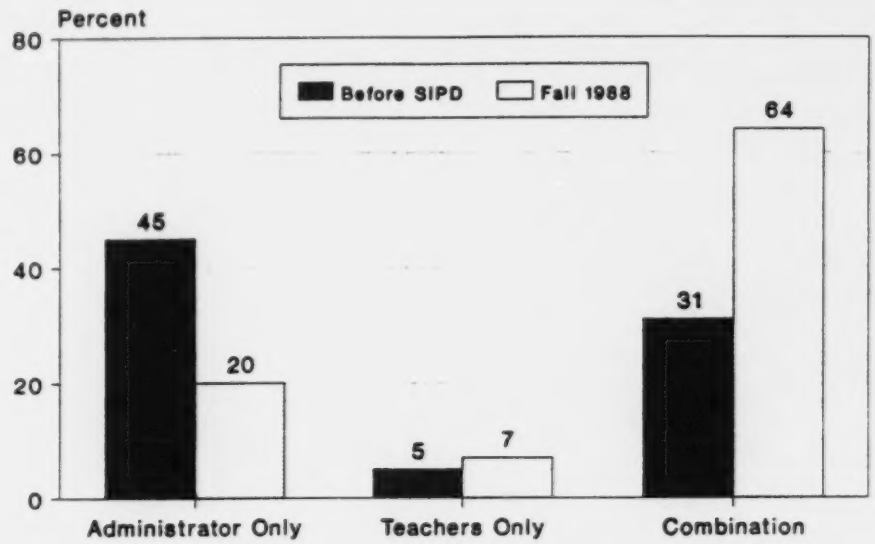


Figure 16. Data are gathered to note progress toward reaching school improvement goals.

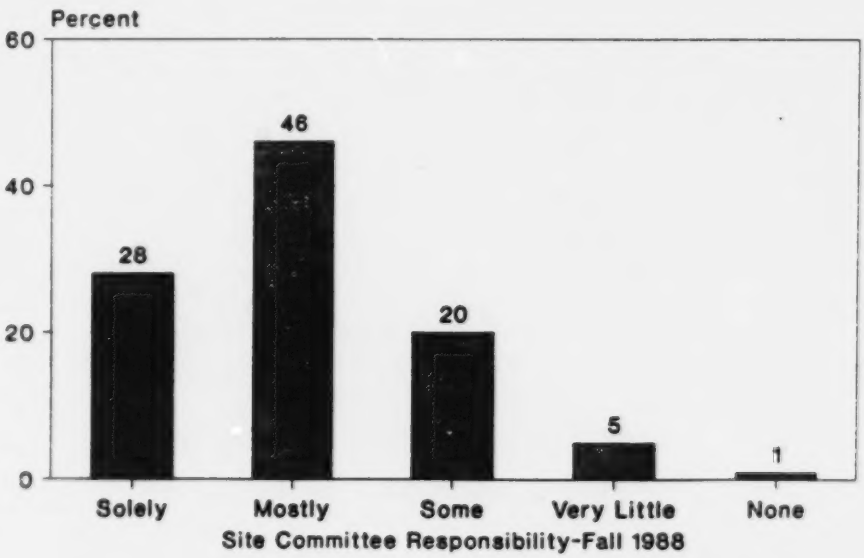


Figure 17. Responsibility for gathering data to note progress toward school goals.

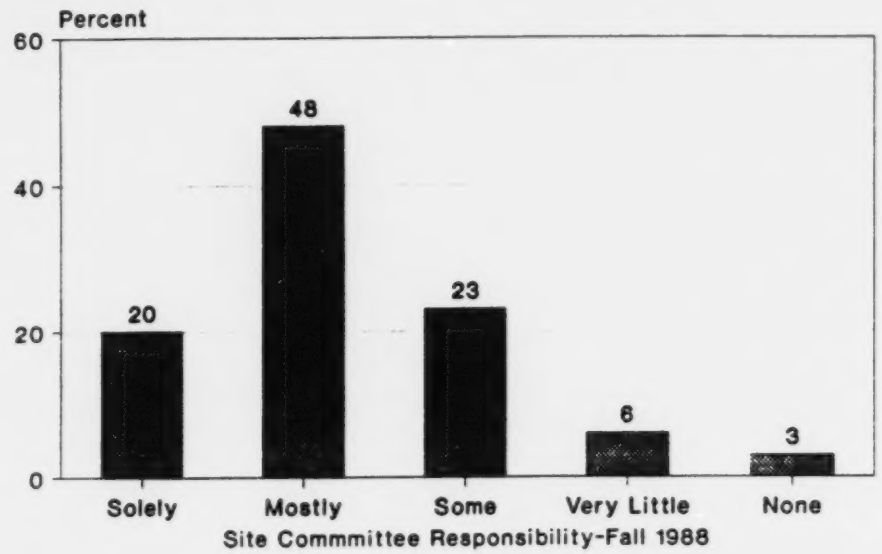


Figure 18. Site committee responsibility for evaluating school improvement programs.

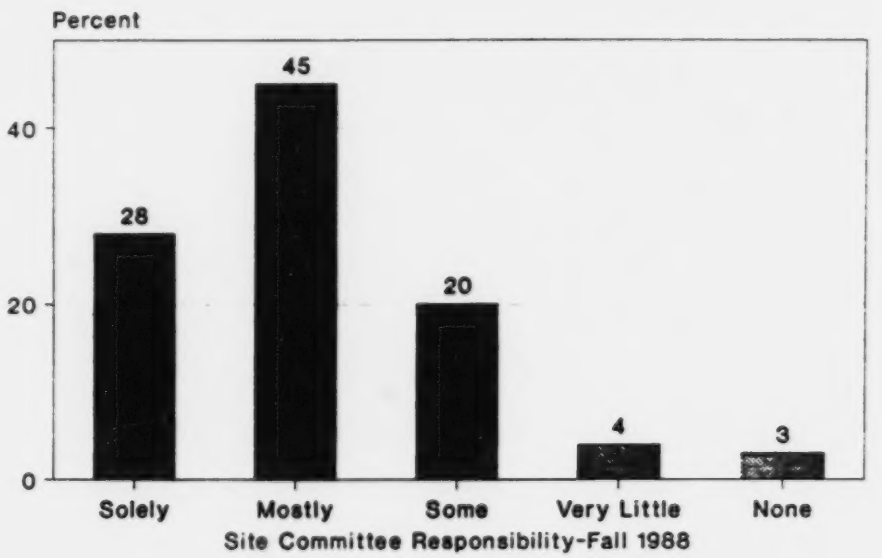


Figure 19. Site committee determines if school improvement goals have been met.

Quarterly Report Data

Data from the fourth quarter reports indicate wide variation across projects in attention to evaluation activities. At one extreme are the projects that hired evaluation consultants to collect and summarize information about each goal area. Only eight projects included comprehensive tables and graphs of data, complete with summaries and conclusions.

At the other extreme were projects that omitted any data summary whatsoever in the fourth quarter report. In between were the bulk of the projects which included data pertaining to some goals but not others, or who included questionnaire or test score data tables with no summary or interpretation of what it meant in relation to their goals. Thus, although the Fall and Spring questionnaires indicated a substantial increase in assessment activities as a result of SIPD, there is still a lot of room for improvement, especially in summarizing and interpreting the data collected.

Another aspect of SIPD assessment is the fact that several projects had so many ambitious goals that it was difficult for them to implement all the activities they had intended, much less gather data to ascertain their effects. Many projects set goals in the affective domain, which are notoriously difficult to measure or show significant gains in the short period of one academic year. SIPD site committee members could probably benefit from more training or technical assistance in selecting instruments to assess their project effects, but more importantly, they need more help in summarizing and interpreting their data.

Interview Data

Contrary to faculty members responses on both the fall and spring surveys that assessment information was being collected from a variety of sources to guide implementation of their SIPD project and to determine if project goals were being met, most interviewees had little idea if such data were in fact gathered. Most assumed that it was, but could not identify any specific assessment or evaluation practices to confirm their assumptions. This was true for most schools at all levels and for both site and non-site committee members. Of all the interview questions, this area in particular caused respondents to ask the interviewer questions about assessment and evaluation activities. After a series of probes back and forth, interviewees were able to identify certain practices, e.g., collecting writing samples, examining students test scores in certain areas, identifying number of participants attending workshops and conferences, collecting data on student absenteeism, etc., that they assumed were indicators of change. However, most interviewees did not know if data being gathered related to the general assessment of project progress on any dimension or to the evaluation of project goal attainment. By far, this was the weakest link in most of the projects, and, unfortunately, it called into question whether there was a relationship between needs assessment, goal development, project activities and goal attainment. This would not have been as great a concern if only non-site committee members had expressed uncertainty about assessment and evaluation activities.

In terms of level of awareness, non-site committee interviewees had the vaguest understanding of assessment and evaluation activities. They could, when probed, identify some practices but on the whole they did not know how to utilize the information. According to interviewees, because most project goals and activities centered on school-related issues and concerns, data gathering at the classroom level was minimal. As a matter of importance, this is the level where the majority of teachers focus their attention on a day-to-day basis, so it is perhaps not too surprising that teachers would not know much about school-related assessment activities or the relationship between classroom activities and (schoolwide) project goal attainment.

An exception to this was in a few elementary schools where the entire school was involved in a very specific project, e.g., music, art, math, writing. In these schools, interviewees were inclined to actually share -- during the interview -- samples of students' work to demonstrate the kind of information that was being collected on an ongoing basis. At these sites, interviewees did see a relationship between project goals, classroom activities, and assessment. However, when asked how the work samples were being used to modify goal objectives or to determine if goals were being reached, most non-site interviewees did not know but they were quick to point out that this was a responsibility of the site committee.

This was not the case when outside consultants were part of the ongoing professional development training in a school. In this situation, the consultants worked with all faculty members on how to use work samples to modify instruction and determine if project goals had been reached. When this occurred, non-site committee interviewees could articulate what they had learned. This was clearly the case, for example, at an elementary school that hired two consultants to work with faculty on "writing across the curriculum." Here, faculty members were being trained in how to utilize information from writing samples to modify their writing curricula. As well, when a school hired an evaluation consultant to work with faculty on the evaluation component of their SIPD project, non-site interviewees saw the relationship between project goals and activities and how goal attainment was being assessed. Of the 25 sites visited, this situation occurred only once, in a small elementary school located in a very small district. According to all interviewees in this school, hiring the evaluation consultant clearly made a difference in their being able to evaluate their progress toward reaching their SIPD project goals.

Non-site interviewees at the high school level were the least familiar with SIPD assessment activities. Most were unable to identify any specific information being gathered. Middle school/junior high school non-site interviewees fell somewhere in between in terms of level of awareness. An exception to this occurred at one junior high school where the principal had a doctorate and was knowledgeable about assessment and evaluation activities and had made sure that all staff knew not only what the project goals were, but knew how to assess goal attainment. The principal in this school was also the site committee chair and was quite actively involved in helping staff reach their SIPD project goals. At this school, all interviewees could talk about assessment activities.

As noted in an earlier discussion, site committee members were not appreciably more informed or knowledgeable about assessment and evaluation activities and how to use the information than non-site committee members. Most committee members talked about outcome data and when probed, they often referred to student assessment data to be collected in May or June. Several site committee interviewees also mentioned that students' work samples were being saved by teachers and would be reviewed in May or June. Site committee members who were responsible for producing the required quarterly reports were the most informed about assessment activities because each quarterly report required information on this topic. Notwithstanding this requirement, most site committee members still could not articulate just how they were going to evaluate their project or determine if SIPD goals had been reached. Similar to non-site interviewees, when probed, they could identify certain practices, but they were unable to link the practices to goal attainment or evaluation of their project.

In conclusion, the topics of assessment and evaluation were seemingly foreign to most interviewees. Given their importance in the legislation on the one hand and on a school being able to evaluate if change has occurred as a result of project activities on the other, it seems critical that

SIPD schools receive training or be required to use part of their grant award in this area. Although it is possible to build a tenable case for why data were not yet collected or why it is premature to expect change to be noticeable to the quantitative eye, the fact that so few interviewees could even carry on a conversation about assessment and evaluation activities suggests that more attention needs to be given to educating faculty on this topic. Regardless of specific project goals, faculty should have a clear idea about how to reach them, and importantly, how to know if they have reached them.

School-Based Management

One of the major thrusts of the SIPD program was to move schools in the direction of school-based management. As a locally implemented collaborative management system this meant having the faculty actively share in the educational planning and decision making of the school.

The major rationale for implementing school-based management was the belief that the closer a decision is made to a student served by the decision, the better it is likely to serve the student. With adequate authority at the school level, many important decisions affecting personnel, curriculum, and the use of resources can be made by people who are in the best position to make them. Through the implementation of site committees composed of a principal, teachers, parents, community members, and occasionally students, individuals work together on the attainment of school related goals. This typically has included responsibility for deciding on the goals to their actual implementation and evaluation. By employing the vehicles of participation -- open communication, interdependent responsibilities, team decision making, and problem solving -- individuals involved in school-based management are expected to feel a heightened sense of joint involvement and contribution to decisions. At the school organization level, implementing some form of school-based management was intended to result in a more cohesive organization with highly integrated work teams, good intergroup relations, less conflict, and greater focus and consensus on organizational goals.

Variation in the structure and operation of school-based management programs in each of the SIPD schools was produced by the process of local needs assessment and program planning. District organization imperatives and constraints and contingencies imposed by the larger environment in which the district operates also contributed to differences in the design and implementation of school-based management programs.

Faculty members in all 70 SIPD schools were asked questions relating to the design and operation of their school's site-based management system. Interviews conducted in 25 schools asked faculty members to talk specifically about the nature and extent of collaboration and decision opportunities in their school and whether there had been a change in the locus of control over key decision domains that affect the work lives of teachers.

Staff Collaboration and Decision Making

Both the fall and spring questionnaires asked seven questions regarding staff collaboration and decision making practices in schools. Table 7 shows the descriptive statistics for each item before the SIPD project, in the Fall of 1988, and in the Spring of 1989. The pattern of responses is similar to what we saw earlier on the items related to goal setting; there are large increases in the amount of perceived collaboration among teachers and administrators from "Before SIPD" to "Fall 1988", but there is little change from "Fall 1988" to "Spring 1989." Thus, the major changes in staff perceptions occurred at the beginning of the project rather than during the course of implementation. Figures 20 through 26 further illustrate these changes.

Table 7.
Staff Collaboration

Item	Before SIPD Mean	Before SIPD S.D.	Fall 1988 Mean	Fall 1988 S.D.	Spring 1989 Mean	Spring 1989 S.D.
Teachers and administrators work together on areas which are causing problems and concerns in the school.	2.54	1.06	1.95	.91	2.03	.93
Teachers have enough opportunity to influence decisions that affect their work.	2.88	1.06	2.38	1.06	2.39	1.06
Teachers in this school generally feel supported by administrators.	2.67	1.13	2.27	1.05	2.28	1.05
Collaborative curriculum planning takes place in this school.	2.75	1.00	2.22	.97	2.28	.99
Collaborative decision making takes place in this school.	2.83	.98	2.24	.95	2.23	.95
Leadership in this school is more pedagogical and less managerial.	2.92	.97	2.64	1.01	2.57	.99
The principal shows teachers how they can contribute to the school's mission through their instruction.	3.03	.99	2.70	1.05	2.65	1.04

Key

1 - Strongly Agree
2 - Agree
3 - Uncertain
4 - Disagree
5 - Strongly Disagree

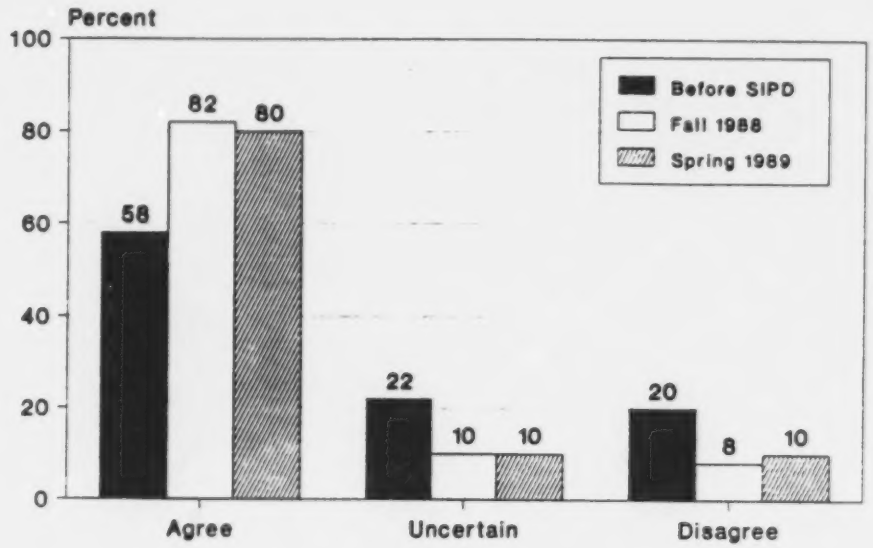


Figure 20. Teachers and administrators work together on problems and concerns in this school.

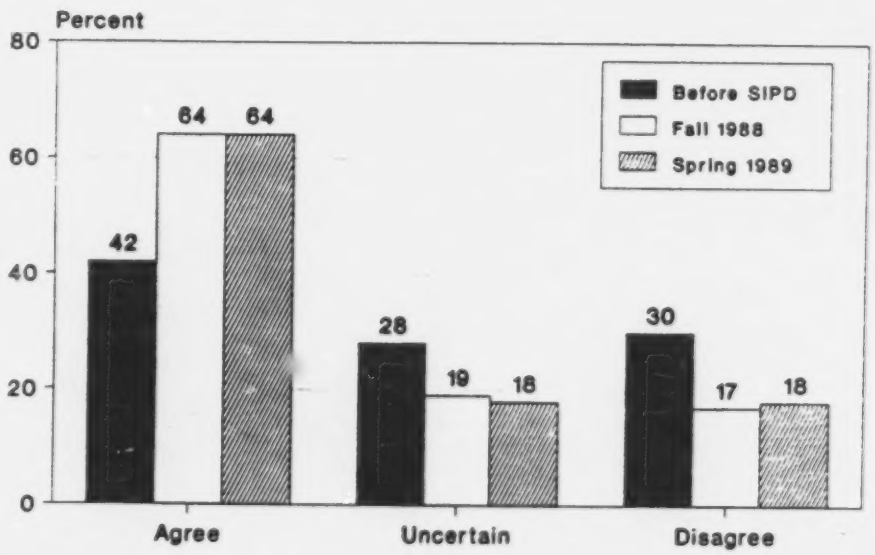


Figure 21. Teachers have enough opportunities to influence decisions that affect work.

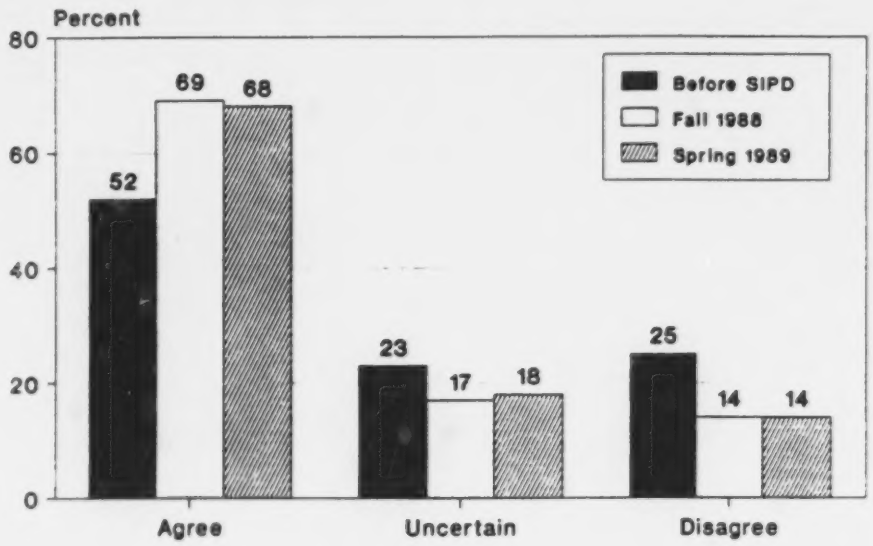


Figure 22. Teachers in this school generally feel supported by administrators.

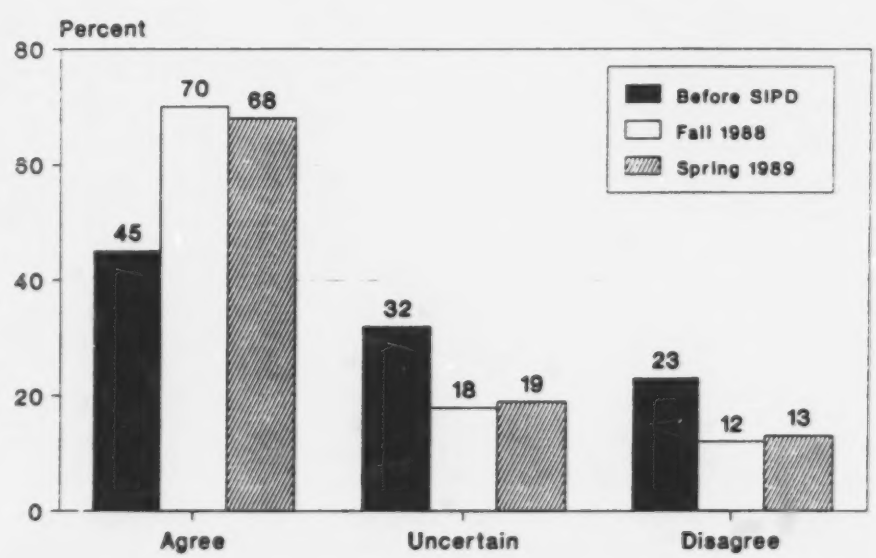


Figure 23. Collaborative curriculum planning takes place at this school.

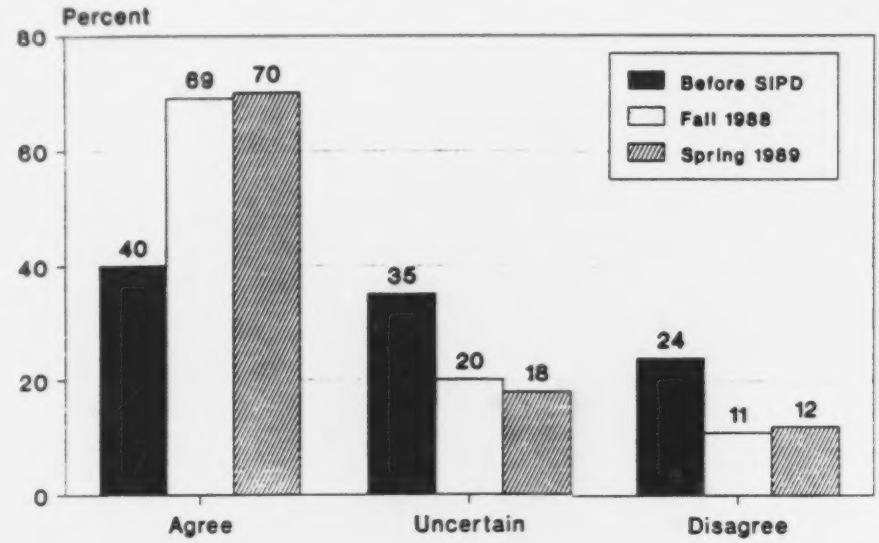


Figure 24. Collaborative decision making takes place at this school.

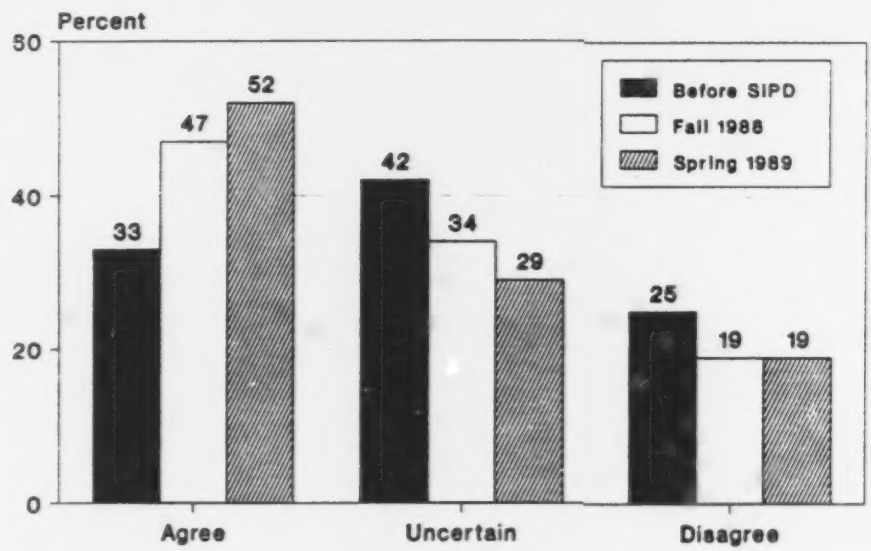


Figure 25. Leadership in this school is more pedagogical and less managerial.

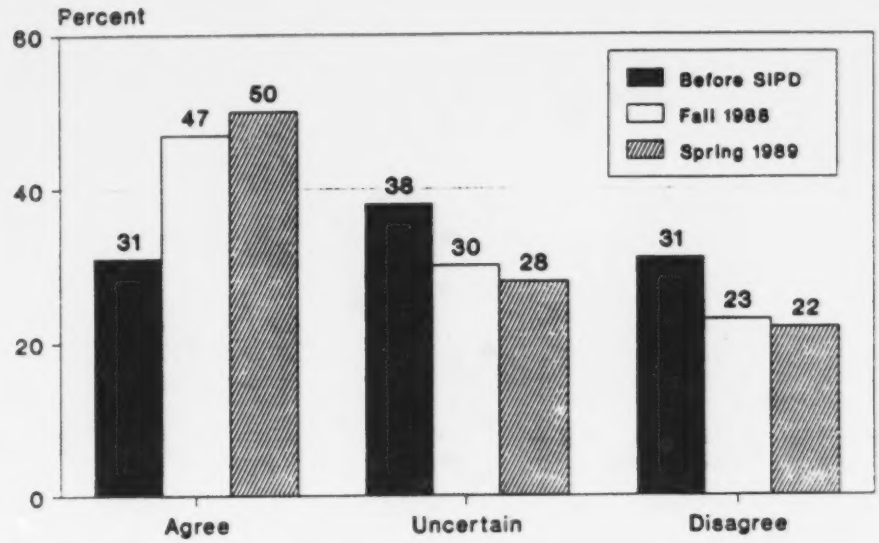


Figure 26. The principal shows teachers how they can contribute to the school's mission.

SIPD Project Leadership

Both the Fall and Spring questionnaires asked six questions regarding SIPD project leadership. Table 8 shows the descriptive statistics for each item for the Fall of 1988 and for the Spring of 1989. These items indicate that both principals and site committees have played a prominent role in the change process in their schools. This response pattern is expected given the role of site committees in each of the SIPD projects. The creation of site committees was a requirement of the legislation; they were to establish new lines of communication between administrators and teachers, between professionals and nonprofessionals, and between the school staff and the community, and they were responsible for the initial conceptualization, design, and orchestration of their school's SIPD project.

When the data in Table 8 are examined for differences between site committee members and nonmembers, site committee members are (not surprisingly) more likely to agree than nonmembers that they are catalysts for change, that they have a clear vision of how to improve the school, that they share information effectively, and that they represent the interests of the entire faculty. Non-site committee members are more likely to say they are uncertain about these issues, and are also more likely to view the principal as the one who decides which issues regarding the project require teacher input.

The Role of the Principal

One of the distinctive characteristics of SIPD schools is leadership, specifically principals, who in the eyes of their staff, are strong educational leaders. These principals, according to interviewees, have a clear vision of where they want to take their school and the clear knowledge of how to get there. As judged by their own staff, principals of SIPD schools exhibited an array of leadership qualities -- knowledge of school problems, openness with staff, clarity of strength and purpose, and a willingness to innovate. They were able to articulate clear goals, exercise strong instructional leadership, and they held high expectations and respect for students and teachers. Because of these qualities, many interviewees commented that their SIPD project was a natural extension of the direction their school was already heading and they attributed this to the role their principal had taken with regard to overall school improvement, not just those elements of their SIPD project. Faculty members also perceived that their principal was able to deal effectively with the demands and pressures from parents, with excessive administrative burdens, and with exigencies posed by the community. SIPD principals took pride in their schools and were inclined to include faculty in decisions that affected their work.

In schools where faculty felt they worked as a team, where the principal was perceived more as leading and collaborating than managing, teachers identified the principal as the key to having been awarded the school's SIPD grant. According to interviewees in these schools, principals were instrumental in allocating the critical resources of time and personnel to enable staff to work together on their project application. With a collaborative working relationship in place, the stage had been set for their working together after the grant had been awarded. With rare exception, interviewees associated the success of this collaborative work environment to their principal. Comments such as "people oriented," "process oriented," and "invested in school improvement" were common descriptors of principals in SIPD schools.

Although site committees were viewed most often as the catalyst for the project-related school improvement change process being undertaken in their school, it was the principal who was widely regarded as the key to school improvement. This was almost universally the case in elementary schools, particularly elementary schools in small districts, and was most often the case in middle school/junior high schools, especially those in small to medium-sized decentralized districts. In high schools, the leadership attributes of the principal were identified by interviewees but the association between the SIPD project and the role of the principal was not always clear. This is due to the size and organizational complexity of high schools, specifically the fact that at the time of the interviews SIPD projects had not yet covered the landscapes of most high schools, i.e., not all interviewees were intimately aware of all facets of their school's SIPD project and the role of the principal vis-a-vis the project.

An interesting paradox surfaced during the course of interviewing faculty members and administrators about the role of their principal. Faculty members, as noted in a previous discussion, viewed their principals as educational leaders and attributed the school climate, among other things, to the leadership abilities of the principal. Principals on the other hand, viewed themselves more as managers than as pedagogical leaders and ascribed the same school attributes to their ability to manage their schools well. High school principals in particular described themselves as managers and, because of their school's size and organizational complexity, did not view themselves as instructional leaders. Their staffs did, however. The apparent contradiction may lie in one's interpretation of the role of the principal as a visionary. In the eyes of faculty members, the principal who had both foresight and the means to assist staff in achieving goals was a leader; in the eyes of principals, this same individual who had the wherewithal to guide his or her faculty on a school improvement course was a skilled manager of people and resources.

Regardless of the differences in how interviewees characterized their principals, it was clear that the principal in the majority of SIPD schools was viewed by faculty members as a key actor in the school improvement process being undertaken in each of the schools visited.

Table 8.
SIPD Project Leadership

Item	Fall 1988 Mean	Fall 1988 S.D.	Spring 1989 Mean	Spring 1989 S.D.
The principal decides which issues and problems regarding the 2020 project require teacher input.	3.67	1.07	3.66	1.06
The principal plays a strong leadership role in the process of change and improvement.	2.16	1.02	2.16	1.05
The 2020 Site Committee is a catalyst for meaningful change in this school.	2.05	.90	1.98	.92
The 2020 Site Committee has a clear vision of how to improve this school.	2.33	.89	2.22	.92
The 2020 Site Committee shares information effectively with the school faculty.	2.08	.94	2.04	.95
In its decision making, the 2020 Site Committee represents the interests of the entire school faculty.	2.21	1.00	2.21	1.02

Key

1 - Strongly Agree
2 - Agree
3 - Uncertain
4 - Disagree
5 - Strongly Disagree

Decision-Making Involvement and Influence

The topic of decision-making involvement and influence has been central to most discussions concerning reform in the workplace. Although the two words -- involvement and influence -- often are connoted as having the same intent in the workplace, the terms transiate into quite difference practices in schools.

Involvement in decision-making means to be merely included in the decision-making process with limited ability to affect, regulate or control the actual outcome of events. For example, involvement is a type of participation that may take the form of being asked an opinion, or voting on the selection of a single textbook from a small list of choices, or making a recommendation for a new faculty member, or discussing items on a faculty agenda.

Influence in decision-making means to have appreciably greater control over the decision process, to have the ability to bring about outcomes one feels are important and essential. For example, a person with influence solicits the opinion of others by asking specific questions, or identifies the list of textbooks to be voted on by others, or reviews and develops criteria for evaluating applications for a new faculty position, or determines which potential items for the faculty agenda will actually be included on the agenda.

Faculty members were asked on the spring questionnaire whether the level of involvement and influence they felt they had in four decision domains was the level they desired. For each area, respondents indicated whether they preferred Influence Only, Involvement Only, Influence **and** Involvement, or No Influence Nor Involvement. Except for one item, faculty predominantly desired "Influence **and** Involvement." The percentage indicating this choice as their Desired and Actual levels of influence/involvement are graphed in Figures 27 through 30. As these figures illustrate, in all but one decision area -- determining other's teaching assignment -- respondents wished for more involvement and influence than they felt they actually had.

Of the four decision domains, faculty members indicated that the amount of involvement and influence they have over "Curriculum and Instruction" decisions (Figure 29) is relatively close to what they desire. This is not surprising given that many of these kinds of decisions are classroom-related decisions. Decisions of this type are often made by an entire faculty, by departments within a school, or by individuals in a department or school.

However, when decisions affect the operation of an entire school, such as the "Personnel" and "School Budget and Policy" domains (Figures 27 and 28), the amount of involvement and influence teachers desire is quite discrepant from the amount they feel they actually have. This too is not surprising given the congeries of influence in a school's regulatory environment that pose constraints and contingencies on how schools are to operate. Influence from the school's regulatory environment and central office preclude teachers from being more influential in the workplace, hence teacher's perceptions that they do not have much involvement and influence in many school-related decisions.

Of particular importance and sallence to the effects of HB 2020 on teacher's perceptions of their influence on school-level decisions is the domain of "Staff Development/School Improvement" (Figure 30). Despite the tremendous impact of HB 2020 on the nature and extent of decision-making opportunity and influence in professional development activities, faculty members feel that the level of involvement and influence they would like to have in these kinds of decisions still exceeds the level they feel they have.

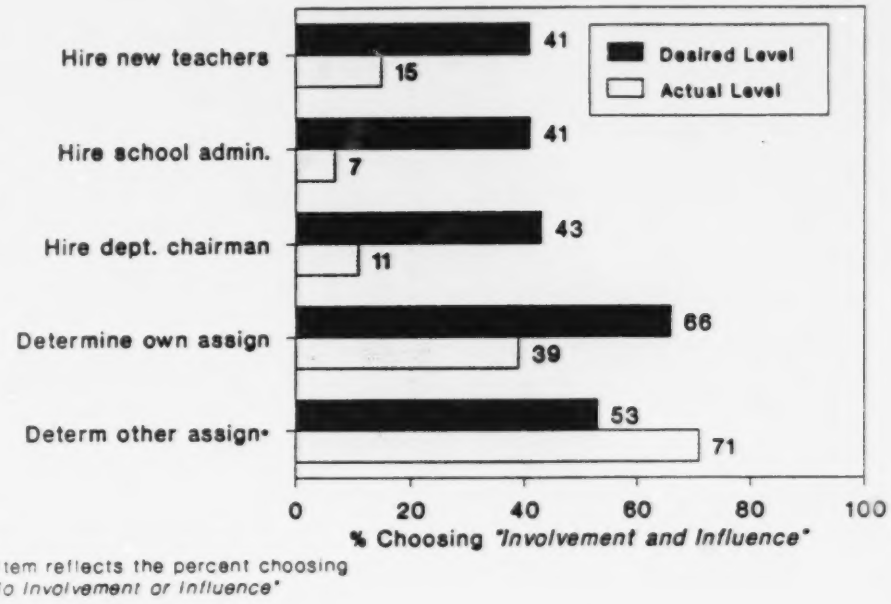


Figure 27. Personnel decisions.

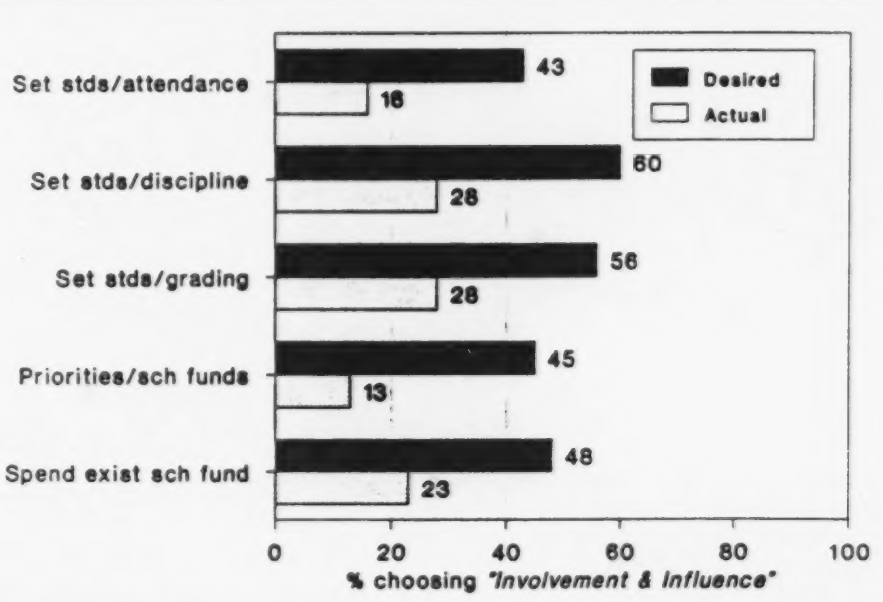


Figure 28. School budget and policy decision.

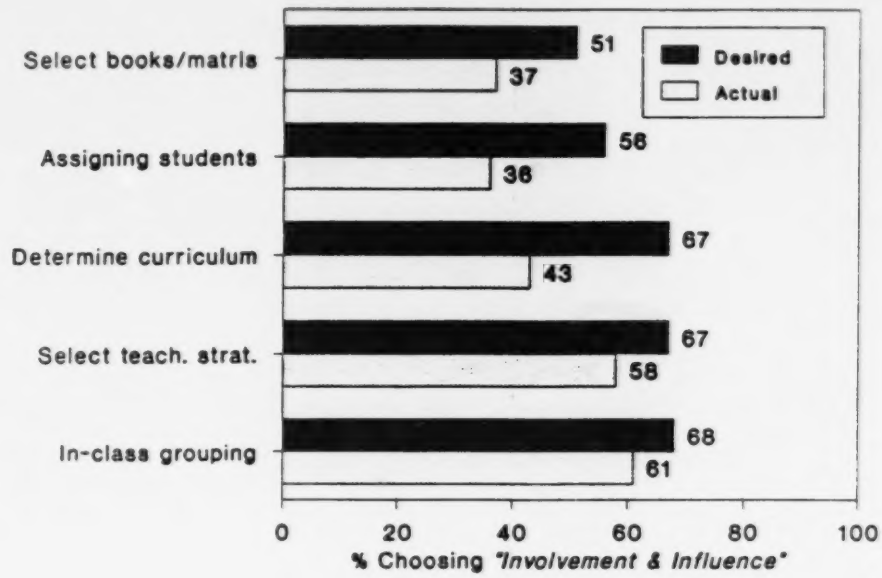


Figure 29. Curriculum and instruction decisions.

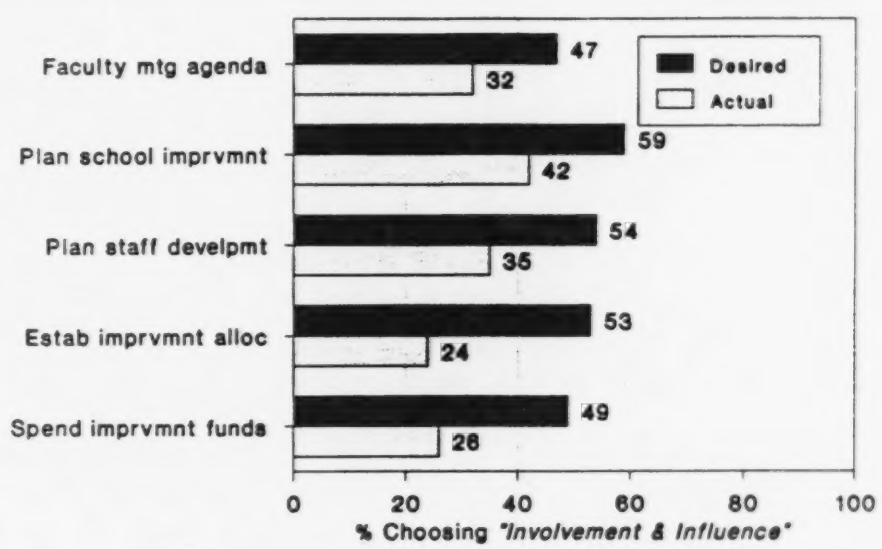


Figure 30. Staff development/school improvement decisions.

These findings are important because the nature and extent of control teachers feel they have over their world of work, vis-a-vis what they would like to have, is at the heart of implementing a successful school-based management program. For a school-based management program to have more than symbolic meaning for teachers requires that teachers gain a greater share of authority to make decisions regarding their work and feel that their desired level of decision involvement and/or influence in matters that are important for them is not discrepant from what they feel they actually have.

Management of School Improvement

Decisions about resource acquisition and allocation are critical to the development and implementation of programs, particularly new programs where additional resources may be necessary for start-up. Having control over these kinds of decisions is paramount to the effective implementation and management of school programs. One of the major features of HB 2020 was to change the extant decisional structure of schools. Using the context of school improvement projects as the vehicle for reform, the legislation sought to reorganize, not only schools but school districts, by altering traditional territorial ranges of authority or control. Specifically, the locus of control over decisions concerning the management of school improvement was to shift from traditional lines of authority to the schools themselves. Decisions about the allocation of resources and the broader issue of fiscal management figured largely in legislators conceptions of the restructuring of the workplace.

Schools competed for available SIPD resources through an application process that required them to demonstrate not only need but an ability to conceptualize school improvement. Specifically, they had to be able to describe how they intended to convert the monetary resources into other important resources such as personnel, materials, and information to reach project goals. According to interviewees, discussions at the application stage took place in the schools and were conducted by faculty members who crossed occupational lines to work together on important issues related to the orchestration and implementation of their projects. This process became the undergirding for the restructuring of the workplace; it set the stage for change in the authority structure of schools.

This interview finding is corroborated by a question that appeared in both the fall and spring surveys that asked respondents if a process was in place for fundamental change to happen in their school. Whereas only 31 percent of the respondents answered in the affirmative about conditions prior to HB 2020, a majority of respondents (70 percent) answered in the affirmative in the fall and again in the spring (73 percent).

By the time SIPD grants were awarded, faculty members had already had some experience in coming together and negotiating specific features of their school improvement projects. The governance structure, at least as far as school improvement was concerned, had begun to shift. However, and this point is critical for understanding how and why change was able to occur in schools, the extent to which occupational self-control was realized was predicated on resource acquisition; without it, according to interviewees, most school improvement projects could not have been undertaken.

In the fall, when faculty members in all 70 SIPD schools were asked if the locus of control over the management of school improvement had changed from what had existed prior to implementation of HB 2020 to the present time, they indicated that influence over a variety of aspects related to the management of school improvement had indeed changed. Whereas school improvement decisions had been predominantly the jurisdiction of school and district administrators only prior to

HB 2020, they are now predominantly the province of teachers and school administrators (see Table 9). Administrators were more likely than teachers to believe, both before and after HB 2020, that both teachers and school administrators had influence in school improvement activities. Similarly, site committee members were more likely than nonmembers to believe that both teachers and school administrators had influence in school improvement activities after HB 2020 began.

This major change in the authority structure of schools was identified by teachers and administrators during interviews as the single largest change that had taken place in their schools. Although teachers and school administrators in most schools had worked collaboratively on a variety of school issues, most of the interviewees had not ever recalled working collaboratively on a major schoolwide program before and attributed this change in modus operandi to the legislation. Resource acquisition and being able to manage the resources were key factors in this shift of control. According to interviewees, their discussions took on a different meaning when resources were made available and decisions about allocation were within their control. They also felt that their level of commitment toward reaching their goals had increased because they were in control of important decisions. In sum, being able to conceptualize a school improvement program and implement their decisions from start to finish increased educators' sense of efficacy and professionalism.

Collaboration in Schools

One of the questions that arises when reform legislation has as one of its objectives to alter the extant structure of the workplace but when monetary resources have been targeted for implementation of specific programs is, do faculty members feel that change has been more pervasive than just at the program level, i.e., is the change that has occurred isolated to just the contour of the program or is there broader application? It is easy, for example, to imagine that resources may just drive change in a particular area and not touch other aspects of one's work life. This is not uncommon when resources are tied directly to legislation that requires the implementation of a particular type of program and are acquired through a competitive application process. Attention is focused almost entirely on satisfying the requirements of the legislation and activity is directed toward implementing the particular features of the project. However, HB 2020 cast its net much further and directed its attention at changing the decision structure at the school level, specifically the broad range of decision practices and processes that impact teacher's work. Its aim was broader than the school improvement project. In practice, this translates into collaboration among faculty members on a broad range of decision issues.

As faculty indicated in their response to questions about managing school improvement (Table 9), greater collaboration between teachers and school administrators had occurred around the issues of implementing and managing school improvement activities as a result of the legislation. When queried about the extensiveness of the change in working together, i.e., had collaboration among faculty members extended beyond the topic of school improvement, a majority of respondents indicated that subsequent to the implementation of HB 2020 they were working in groups on a variety of school issues (see Table 10). A change in practices had taken on a life beyond the scope of the specific school improvement project. Collaboration among faculty members established early in the application process had extended into other work domains. For many, this was a change from practices that had existed prior to HB 2020. The change to working together on a variety of school issues was sustained over the school year.

When asked how much progress had been made in the area of teacher collegiality that was indirectly or directly attributable to HB 2020, 62 percent of the survey respondents in the Fall, and 67 percent of the respondents in the Spring indicated that one of the positive effects of HB 2020 had been that a lot or moderate progress had been made in the area of teacher collegiality.

Table 9.
Influence on the Management of School Improvement Before and With HB 2020[1]

	Mean Before HB 2020			Mean Fall 1988		
	Teachers	Admin	Total	Teachers	Admin	Total
School & District Administrators	2.27	2.23	2.24	.96	.35	.90
School Administrators Only	2.59	2.78	2.61	1.32	.74	1.27
Teachers and School Administrators[2]	3.09	3.81	3.13	6.55	8.61	6.68
Teachers Only	.35	.03	.32	.40	.19	.39

1 Staff responses were tallied across 10 questionnaire items for each time point (before HB 2020 and Fall 1988) by response category (School and District Administrators, School Administrators Only, Teachers and School Administrators, Teachers Only, Do Not Know). This table shows the average number of times each response category was chosen across the 10 aspects of school improvement.

2 Differences between the two time points were statistically significant, $p < .01$.

Table 10.
Staff Collaboration by School Level

(Percent of Respondents in Agreement)[1]

		Pre 20202	Fall 1988	Spring 1989
Teachers and administrators work together on areas which are causing problems and concerns in the school	Elementary	61	85	81
	Intermediate	74	89	82
	Secondary	50	78	78
Collaborative decision making takes place in this school	Elementary	46	76	76
	Intermediate	50	76	76
	Secondary	31	60	62
Collaborative curriculum planning takes place in this school	Elementary	47	76	73
	Intermediate	55	81	75
	Secondary	42	62	57

1 Items dealing with a collaborative process at the school level are included in this table (Q1: 8, 9, 20, 21, 32, 33; Q2: 4, 3, 11). Percent responding "Strongly Agree" and "Agree" are combined for each point in time.

These findings are important because they suggest that broad based structural change predicated on a new set of beliefs about occupational governance is not only a viable but an appropriate expectation to hold when considering major organizational change and renewal. Since occupational life is shaped by specific contexts of work, when belief systems about work relationships change, a change in practices follows. However the process of changing (a group's) values and beliefs is slow and not uniform across organizations, that is, it is not the same for all types of schools.

High schools, especially large comprehensive high schools, are comprised of diverse disciplinary communities with relatively unique work cultures consisting of, among other things, task rituals, standards for proper and improper behavior, and work codes which surround relatively routine practices. Collaboration among high school teachers usually occurs within disciplinary communities, not across. Hence attempts at imposing schoolwide structural change at the high school level require working first within occupational communities. High school teachers' work cultures are so tied to basic tenets of the discipline that discussions concerning innovation usually center on the discipline; teachers are receptive to change if they can see its application to the curriculum. Pedagogy is seen as the vehicle for implementing curriculum; it too is intricately woven to (often institutionalized) disciplinary practices. A change in beliefs about the advantages of cross-disciplinary collaboration is thus a slow process. This artifact of high schools is not as prominent at the other two levels of the school organization.

Elementary schools represent a much more homogeneous work culture although differences abound in work style and organization of classrooms. Collaboration among faculty members at the elementary level is likely the modus operandi at most schools. Unless faculties are quite large, discussions among teachers and administrators about change occur regularly and according to teachers interviewed, a change in practices usually is not resisted unless teachers are being asked to do more than they feel is reasonable. Similarity in training enhances their ability to work together on a variety of issues. According to interviewees, middle schools and junior high schools have been involved in a restructuring process for the last 5-10 years and are setting themselves apart from both elementary and high schools by adopting a new philosophy for working with this adolescent age group. As a result, many middle school faculties have had some say (and practice) in the design of their program. Collaboration has been ongoing and it has been interactive in the sense that dialog has often involved more than one school level (e.g., elementary and middle school).

When survey data were reanalyzed by type of school (see Table 10), the verbal responses of elementary, junior high/middle school, and high school faculty members to questions about collaborative practices in their schools were corroborated. At all three points in time, intermediate faculty members, followed by elementary faculty members indicated that they are working together on a variety of issues. A smaller percentage of high school faculty members indicated that they are working together on issues important to them. Importantly, for all three levels there have been major shifts in percentage of affirmative responses from perceived work conditions prior to HB 2020 and subsequent to HB 2020. Generally, collaboration has increased; however, not too surprisingly, the area where high school faculty members sense the least amount of collaboration is in the area of collaborative curriculum planning.

A similar pattern of responses emerged when faculty members were asked about specific effects of HB 2020 on teacher collegiality. More elementary teachers indicated progress in that area in both the Fall and Spring (67 percent; 78 percent) than middle school/junior high (62 percent; 64 percent) or high school faculty members (56 percent; 62 percent).

In sum, collaboration on issues broader than school improvement projects is taking place and is, according to faculty members attributable to practices set in place by the requirements of the legislation. However, the well-institutionalized norms, values, and beliefs held by different occupational communities necessitates that change be conducted differently and that expectations for changes in practices and processes be consistent with the way schools operate.

Decision-making Opportunities

In addition to a change in the working relationships of faculty members resulting from the implementation of HB 2020, there is evidence that decision-making opportunities at the school level have increased as the result of the legislation. This change is an expected outgrowth of the restructuring of the workplace in that changes in the decision structure of schools should result in faculty members having greater opportunities for making decisions that affect their work. While collaboration refers to people working together in a joint effort of one kind or another, one cannot automatically assume that an outcome of collaboration will be an increase in influence over decisions. Collaboration may enhance a group's ability to marshall support to effect a decision -- especially if there is consensus among group members on the issue at hand -- but it is not equal to influence in decision making. Hence it becomes important to know if faculty members perceive that as a result of the restructuring of the workplace they have also gained authority to make decisions that affect their work. Evidence for this will then suggest that changes in the authority structure at the school level have produced an environment that fosters occupational governance. Having opportunity to collaborate and influence decisions on matters that are considered important and critical to one's work are evidence of movement toward occupational self-control.

When faculty members were asked if prior to HB 2020 teachers had enough opportunity to influence decisions that affected their work, fewer than half the total respondents (43 percent) answered in the affirmative. However, with the implementation of HB 2020 came a change in the workplace and not surprisingly, a change in respondents' sentiment. A clear majority of respondents (65 percent) indicated that they agreed or strongly agreed that teachers had enough opportunity to influence decisions that affected their work. This plurality of sentiment has been maintained over the school year with 64 percent agreeing that they had opportunities to influence decisions that affect their work.

These findings are corroborated in a question that appeared in a later section of the fall and spring surveys where faculty members were queried about the amount of progress that had occurred in the area of teacher influence in decision making that was directly or indirectly attributable to HB 2020. The percentage of respondents who indicated there had been a lot or moderate progress in this area (64 percent) is almost identical to the percentage of respondents answering in the affirmative to the earlier question. Clearly, respondents perceive that implementation of HB 2020 has had a positive impact on influence in decision making.

However, decision opportunities are rarely the same for all individuals in a school. Organizational size, school level, staff position, and membership on decision-making committees can, and often do, mitigate decision opportunities for faculty members.

Effect of District Size. When data regarding the opportunity to influence decisions were reanalyzed by district size, a relationship between organizational size and decision opportunity emerged. More faculty members in small districts indicated they had enough opportunity to influence decisions than did faculty members in very large districts (see Table 11). Although the differences are not great they are substantiated by interview data. Teachers working in small districts indicated that they had a relatively easy time influencing decisions because there was virtually no hierarchical chain of command that had to be followed or consulted. They felt they

were in charge and autonomous in most decisions affecting their work. Interviews with administrators in the small districts confirmed teachers perceptions. By way of contrast, teachers in very large districts felt constrained in their decision making efforts because district protocol required that they confer with individuals at several levels before a final decision could be made. Teachers identified school policy as an area in particular that required a final decision to be made by district administrators. Being able to determine grading policies, attendance policies, staffing, and scheduling (e.g., determining length of school day) were cited as examples of policy decisions that teachers felt constrained to make. This was true for personnel in all schools in a large district. A large district with a decentralized decision structure did appear, however, to offer a modicum of decision latitude not present in more centralized districts. Although there were district level policies developed and enforced by district administrators in both kinds of districts, teachers and administrators in the large decentralized districts felt slightly more in control of what went on in their school than did teachers and administrators in large centralized districts.

Table 11.
Opportunity to Influence Decisions by District Size [1]

District Size	Pre HB 2020	Fall 1988	Spring 1989
< 1,000 ADM	41 %	69 %	71 %
1,000-4,000 ADM	46	64	63
4,000-10,000 ADM	41	65	64
> 10,000 ADM	38	58	60

1 Q1: #10 and 11; Q2: #5. "Strongly Agree" and "Agree" responses combined for each point in time.

Effect of School Level. School level was also found to relate to opportunity to influence decisions (see Table 12). Elementary schools are comprised of a more homogeneous faculty than either middle schools/junior high schools or secondary schools. As an occupational community, elementary teachers have more similar educational backgrounds and share similar beliefs and values about the way their school is to operate. Elementary teachers generally have a classroom of students for an entire year and are responsible for making and enforcing policy decisions that affect classroom life (e.g., discipline, grading). Elementary school faculties have been likened to a large family and the appropriateness of this metaphor was reinforced during interviews when teachers used the pronoun "we" to describe how decisions were made and who was involved. Elementary principals tended to work with their faculty to make school level decisions together. Thus, there was litter change in elementary school staff in the perceived opportunity to influence decisions from "Before" to "After" SIPD.

District size and degree of centralization mitigates this practice by reducing the number of decision domains available to a faculty. A principal of a small elementary school in a very large centralized district explained that the amount of authority she had was constrained by decisions made by central office administration. She had limited resources and decisions made at the school level were really just adaptations of district policy. Nevertheless, she included her teachers in all school level decisions that would impact their work lives.

This practice was less likely to occur in middle schools/junior high schools or secondary schools for reasons of size, complexity, and diversity among faculty. Middle schools/junior high schools and secondary schools are, most of the time, structurally differentiated in the sense that teachers are trained as subject matter specialists and classes generally are organized around specific subject matter. Diverse occupational communities comprised of individuals with different backgrounds, beliefs, values, and work norms have difficulty coming together and making schoolwide decisions. Large size complicates the problem and makes opportunity to make decisions less likely to occur. Nonetheless, perceived opportunity to influence decisions increased in both intermediate and secondary schools from "Before" to "After" SIPD (see Table 12).

Table 12.
Opportunity to Influence Decisions by School Level[1]

	Pre HB 2020	Fall 1988	Spring 1989
Elementary	68 %	65 %	66 %
Intermediate	50	72	66
Secondary	39	59	58

1 Q1: #10, 11; Q2: #5. Percent responding "Strongly Agree" and "Agree" are combined for each point in time.

Effect of Site Committee Membership. Opportunities for decision influence and change in nature and extent of decision influence as a result of HB 2020 were also found to be different for site committee members and non site committee members. Site committees are the groups of individuals in each school who in effect manage their schools' SIPD projects. Site committee members are responsible for, among other things, the fiscal management of SIPD funds, the implementation of project goals, and they have decision making power over various parts of their projects.

As a governing body, site committees are in a propitious position to effect change at the school level. They have been selected by their peers and thus have, for the most part, the trust and confidence of these individuals when it comes to making decisions. In most of the schools visited, site committee members made a lot of the initial or primary decisions concerning their school's SIPD project. This was particularly the case for determining professional development activities. Goal development was orchestrated by site committee members at the application stage. Implementation of SIPD projects and evaluation of goal attainment were also organized by site committee members. Faculty members were involved in the decisions but were not often instrumental in the early stages of the decision process. Staff seemed content and satisfied with the role that site committee members had assumed; they were not perceived as autocratic.

In sum, as an organizational artifact of the legislation, site committees assumed a leadership role that crossed traditional boundaries of decision responsibility. According to site committee interviewees, resource acquisition and authority to make decisions concerning allocation were critical components of this new role. For the first time a committee of teachers and administrators shared fiscal responsibility for managing a schoolwide project developed by members of the faculty. This included making critical decisions about the implementation of all facets of the project. Hence, armed with new responsibilities and influence, it is not surprising that site committee members perceived decision opportunities differently than their non-site committee colleagues. And, also not surprisingly, they attributed these opportunities to HB 2020 (see Tables 13 and 14).

Table 13.
Opportunity to Influence Decisions by Site Committee Membership[1]

	Pre HB 2020	Fall 1988	Spring 1989
Site Committee	46	75	77
Non-site Committee	40	59	58

1 Q1: #10, 11; Q2: #5. Percent responding "Strongly Agree" and "Agree" are combined for each point in time.

Table 14.
Change in Teacher Decision-Making Influence by Site Committee Membership[1]

	Fall 1988	Spring 1989
Site Committee	75	81
Non-site Committee	58	58

1 Q1: #105; Q2: #37. Percent responding "Moderate Progress" and ' A lot of Progress" are combined for each point in time.

Effect of Staff Position. Differences in perceptions about decision influence were also found to be related to school position. When survey data were reanalyzed by position, a larger percentage of administrators than teachers felt that teachers have enough opportunity to influence decisions (see Table 15). This finding was not surprising because it corroborated administrators perceptions of teacher decision influence discussed during interviews. The likely origin of this difference is confusion about the difference between decision involvement and decision influence that arose during interviews. Principals referred to teacher involvement on various committees when they spoke of how teachers were able to influence decisions. Teachers, however, commented that they may be involved in decision making but not influential in the outcome.

When the finding is considered in the context of HB 2020 and the restructuring of the workplace, it takes on special importance because it speaks to individuals working together with widely differing perceptions of what is considered enough decision influence for teachers. This issue is central to the success of a site-based management program and likely holds the key for ensuring teachers' occupational self-governance. Differences in perception about what constitutes enough opportunity for teachers to influence decisions are an example of role conflict between teachers and administrators that is the result of incongruent expectations about the role of teachers. Teachers and administrators definition of a situation is going to be different if perceptions about roles are incompatible. Role conflict has the potential for undermining the success of a site-based management program because differences here reflect dissension in beliefs among administrators and teachers about the nature and extent of occupational control teachers should have over critical work-related decisions.

Table 15.
Opportunity to Influence Decisions by Staff Position[1]

	Pre HB 2020	Fall 1988	Spring 1989
Teachers	40	62	62
Administrators	67	93	91

1 Q1: #10, 11; Q2; #5. Percent responding "Strongly Agree" and "Agree" are combined for each point in time.

Summary of Decision-Making Opportunities. In conclusion, opportunities for teachers to influence decisions that affect their work have increased as a result of HB 2020, particularly in areas integral to the implementation of SIPD projects. For some faculty members however, opportunity has been greater than for others; when differences occur, they are related to certain features of the school organization. Specifically, district size, school level, site committee membership, and school position were found to be related to differences in perceived decision opportunities for teachers.

The fact that certain organizational characteristics may temper the effects of HB 2020 is important for understanding the kinds of expectations one can have regarding the implementation of school improvement projects, especially projects that are intended to alter extant decision structures. Schools as implementing organizations are established social systems with already patterned behaviors. Consequently, change in social structures and behavior is not going to be uniform across school organizations nor is the process of change going to be the same for all types of schools. Indeed, what was found during site visits was that change is intricately tied to a school's larger institutional setting. What happens is that the legislation affects implementation by interacting with organizational characteristics to produce different situational constraints and opportunities for faculty members. This was especially true in the case of decision-making opportunities for teachers where the interactive effects of legislation and school context had bearing on the amount of opportunity teachers have to influence decisions that affect their work.

Professional Growth and Development

Professional development activities were a major part of the total project effort. These consisted of both group activities and mini-grant activities. These two categories were not entirely separate and often were mutually supportive. Types of professional development activities included workshops, university and college courses, visitations to other schools and programs, conferences, teacher presentations, and staff retreats. Faculty members in all 70 SIPD schools were queried about the nature and extent of professional development opportunities and activities prior to and subsequent to the implementation of their project. Attention also was given to this important feature of the legislation during interviews when the contour of each project was explored with selected faculty members in 25 schools.

Changes in Teacher Involvement in Professional Development Activities

The Fall questionnaire asked six questions regarding professional development activities and five of these questions were repeated in the spring. Table 16 shows the descriptive statistics for each item before the SIPD project, in the Fall of 1988, and in the Spring of 1989. There are large increases from "Before SIPD" to "Fall 1988" in the percent of staff who agree with each of the statements, but there is little or no change from "Fall 1988" to "Spring 1989" in the percent of staff who agree with these statements. The magnitude of the change from prior to SIPD to Fall of 1988 is expected because of the emphasis in the legislation on professional development activities. A major thrust of each SIPD project was development and implementation of professional development activities. Professional development activities were designed to take place over the course of the school year; data reflect that teacher involvement has been sustained throughout this period of time. Total group responses to the items in Table 16 are graphed in Figures 31 through 36.

Professional growth and career opportunities were part of the school-based management structure at each of the schools in the sense that control over this decision area rested with site committees and often the entire faculty at a school. As such, professional development activities became a prominent feature of every SIPD school. Indeed, at some schools professional development activities were the vehicle(s) for implementing SIPD goals or were the goals themselves.

During interviews, faculty members were asked about changes in decision making opportunities since the implementation of HB 2020 and nearly all individuals concurred that opportunities had increased, particularly in areas related to their SIPD project. Specifically, interviewees identified professional development activities as the area where they had the greatest amount of decision influence. Given that the majority of SIPD resources were allocated to this area it is not surprising that teachers felt they had influence in deciding how money was to be spent on staff development.

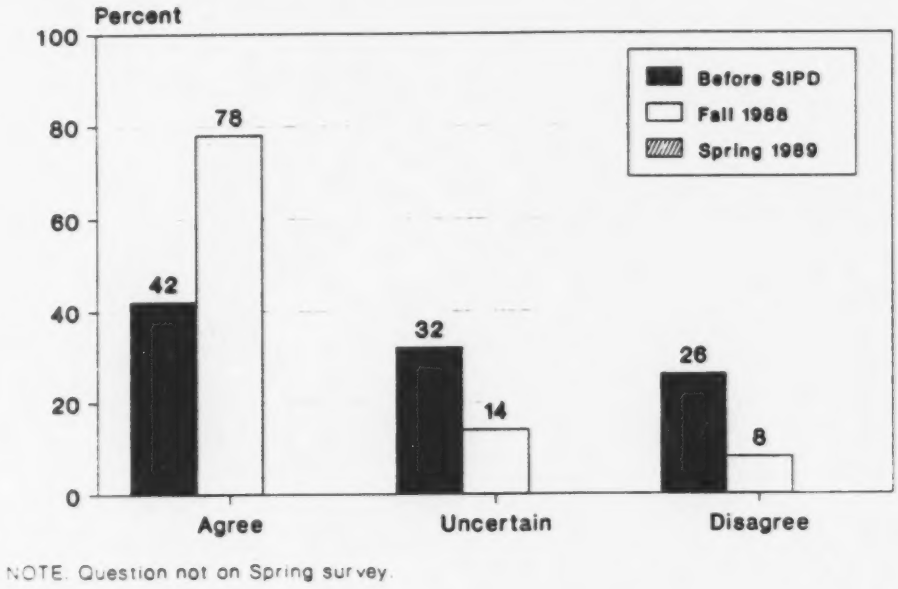
For teachers, professional development activities are their life-blood; they are a life buoy, they recharge, and they often provide the inspiration to persevere in the face of adversity. Hence, their importance for teachers as a decision domain cannot be understated. Interviewees spoke overwhelmingly of being able to make decisions in this area as central to who they were as professionals. This expression of satisfaction was related, in their minds, with the amount of control they felt they now had in determining how professional development resources were to be allocated. Teachers in particular noted that being able to decide how to enhance one's role as an educator was an important source of power and control over one's work. For most interviewees, prior to HB 2020, authority over this important decision domain had been out of their hands. Not surprisingly, change in this area has had significant consequences for teachers; however, as a matter of importance, the change is related directly to the larger issue of school finance.

Table 16.
Professional Growth Activities

Item	Before SIPD Mean	Before SIPD S.D.	Fall 1988 Mean	Fall 1988 S.D.	Spring 1989 Mean	Spring 1989 S.D.
Ongoing program of staff development based on needs	2.82	1.02	1.99	.94	—	—
Teachers encouraged to become involved in staff development activities	2.44	.94	1.66	.76	1.66	.74
Teachers seek better ways of teaching/learning	2.17	.77	1.71	.68	1.71	.68
Teachers have time to examine research before solving school problems	3.29	.94	2.84	1.03	2.85	1.01
Teachers frequently share ideas with each other	2.30	.93	1.86	.83	1.86	.85
Teachers are given time to solve problems facing the school	3.25	.94	2.70	1.04	2.76	1.07

Key

1 - Strongly Agree
2 - Agree
3 - Uncertain
4 - Disagree
5 - Strongly Disagree



NOTE: Question not on Spring survey.

Figure 31. There is an ongoing program of staff development based on established needs.

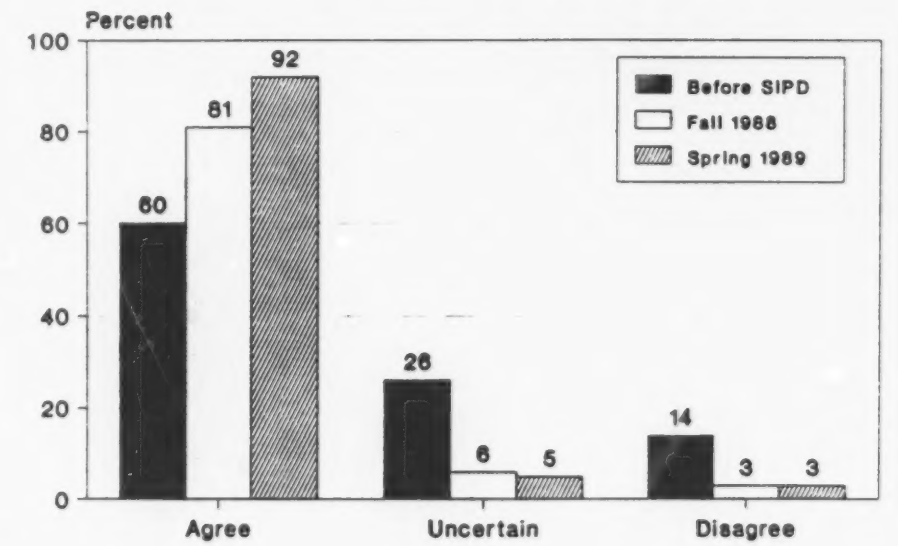


Figure 32. Teachers are encouraged to become involved in staff development activities.

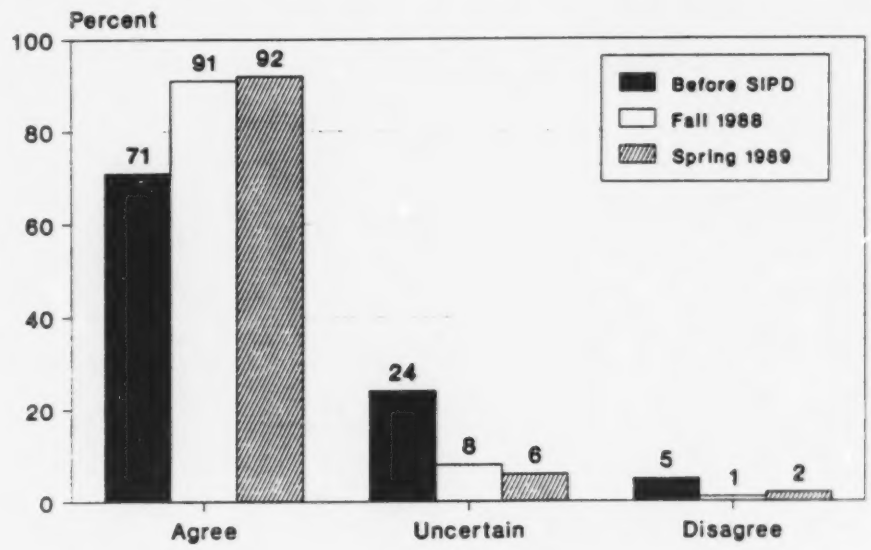


Figure 33. Teachers in this school seek better ways of teaching and learning.

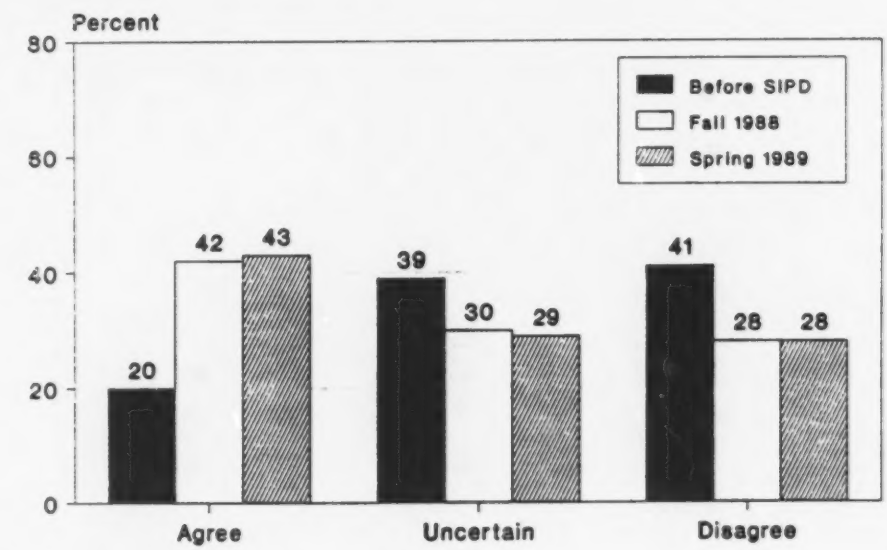


Figure 34. Teachers are given time to examine research to solve school problems.

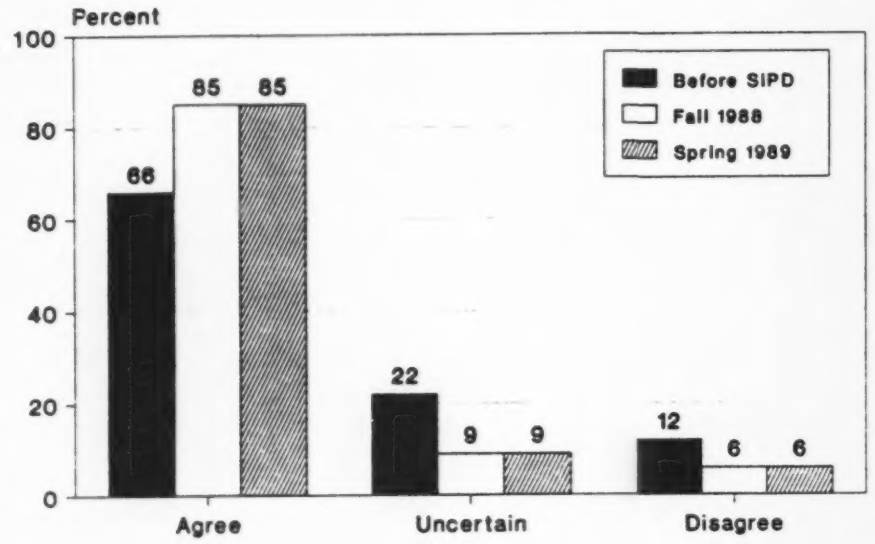


Figure 35. Teachers frequently share ideas with each other/

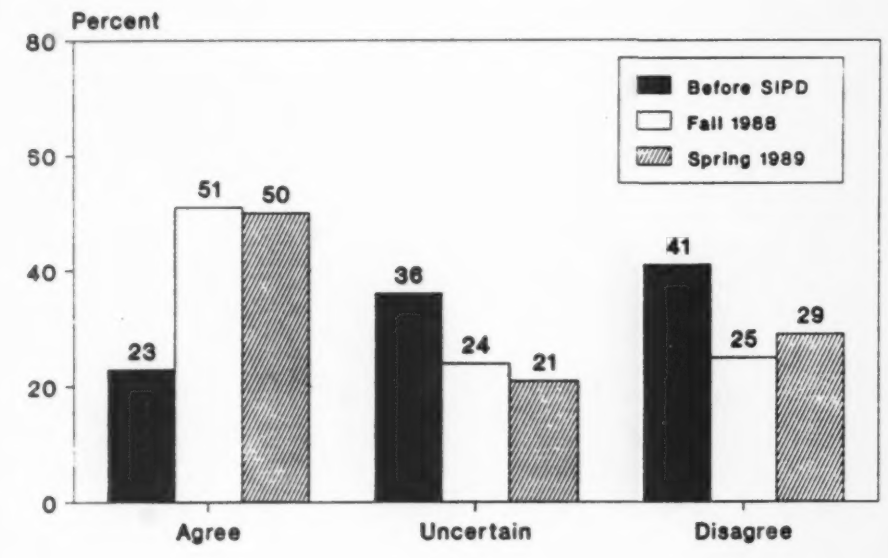


Figure 36. Teachers are given time to solve problems facing the school.

The economic environment in which a great many of the SIPD schools operate has been, according to interviewees, stable but poor. Many of the schools visited are in the safety net. Financial instability has translated into a retrenching of funding in certain educational areas. Most notable of the areas cut for teachers has been staff development. Over time, as staff development funds have been curtailed and earmarked for other educational areas, districts have responded to staff development needs by providing only districtwide activities. This common denominator approach has resulted in teachers feeling that their professional growth needs are not being satisfied. For many, the inservice activities made available by the district simply did not make a difference to them professionally; that is, either they were not tailored to the specific needs of the audience (an impossible task when the audience is all the teachers in a district) or they did not enhance teachers professional development as educators (also an impossible task when an audience is so diverse in background). Consequently, according to interviewees, teachers often passively resisted their districts attempts to provide meaningful staff development activities by attending but not actively participating. This practice changed with the implementation of HB 2020.

According to interviewees, for the first time in most of their professional lives they had control over decisions about how best to enhance their role as educators. Without question, the ability to decide how to allocate resources -- lots of resources -- to this area changed the lives of teachers more than any other aspect of the legislation. Teachers became effusive when they described the activities they had chosen for their school and for themselves. For the majority of SIPD schools, professional development training in particular areas was the vehicle for reaching specific project goals. For example, in several schools a goal was to develop a cooperative learning environment for students and faculty. This was achieved initially by providing cooperative learning workshops for teachers. The fact that faculty members decided both on the actual goal and how to reach the goal made teachers feel that they were in charge of their professional lives. In some schools, professional development activities were the actual goals themselves. And in schools that opted to include mini-grants as part their SIPD project, teachers were able to select activities that were unique to their grant's goals. The amount of latitude teachers had in selecting professional development activities was infinite in the sense that control over the decisions rested with them. Only in very few circumstances where some teachers attempted to use funds for activities that were not congruent with district and community norms were teachers limited or restricted in their choice of activities.

Changes in Who Influences Professional Development Activities

Faculty members were asked in the fall and spring surveys and in interviews about their decisions regarding professional development activities (e.g., the nature and extent of their decision involvement and influence), whether professional development opportunities had changed much since the implementation of HB 2020, and what the effects of any change had been. According to interviewees, teachers have been actively seeking new information about teaching and learning through participation in professional development activities (e.g., workshops, conferences, courses) and they have been encouraged by site committee members throughout the year to become involved in the staff development program established in their school. Importantly, the programs in each SIPD school have been designed based on a needs assessment of the faculty. Faculty members' views were solicited at the time decisions were made about how to reach project goals through staff development activities. According to many interviewees, this practice -- identifying needs through an assessment, relating activities to project goals, and providing a variety of activities to meet or satisfy the goals -- is different from the way their districts have operated in the past with respect to determining and providing staff development opportunities. As shown in Figures 37 and 38, survey data corroborated this interview finding.

Effects of Professional Development Activities

Two items on the Fall survey that also appeared on the Spring survey asked respondents to note the amount of progress that had been made in areas that were integral to their SIPD project. As Figures 39 and 40 indicate, over half the respondents felt that a moderate to a lot of progress had been made in the area of professional development in the fall. By spring, an even larger percentage of respondents felt the positive effects of HB 2020 on professional development opportunities and activities. In a corresponding manner, the percentage of respondents who felt there had been slight or no progress in these areas decreased over the course of the school year.

Figures 41, 42 and 43 provide a breakdown of responses for different organizational characteristics found to mitigate the effects of legislation implemented on a schoolwide basis. As Figure 41 illustrates, a greater percentage of elementary than middle/junior high school and secondary teachers felt progress in this area, as did more administrators than teachers (Figure 42) and more site committee members than non-site committee members (Figure 43).

The impact of resource allocation on professional development opportunities has been felt by almost everyone in each of the schools. Interviewees in all the schools visited were able to carry on conversations about their schools professional development activities and the benefits they had derived from participating in workshops and attending conferences suggesting that this particular feature of the legislation had reached nearly everyone in each of the schools. According to teachers at all levels, the professional development activities that provided new information and knowledge about teaching strategies, a new language for teachers to communicate with one another, and that encouraged teacher interaction and dialog about the newly acquired learning were the most helpful and the most utilized. The ability of the trainer to concretize concepts (e.g., how to use cooperative learning in American Literature classes) also enabled teachers to immediately apply what they had learned. This was particularly true for high school teachers. Hence, regardless of a school's specific project goals, professional development activities that could be readily transported into the classroom were, according to interviewees at all levels, the most appreciated. Teachers in SIPD schools where attaining project goals required learning a new language were also in the propitious position to then be able to communicate across grade levels or subject areas. For example, an elementary school had as one of its goals "writing across the curriculum" and hired two consultants to provide training in this area. During interviews with faculty members at this school, individuals emphasized how primary teachers were now able to talk with intermediate teachers about designing a writing curriculum that included a progression of skills to be taught at each grade in different subject areas and how to assess students writing ability on an ongoing basis. A first grade teacher referred to a discussion she had had with a fifth grade teacher about implementing a writing project and noted that this kind of conversation would not and could not have been possible without the training the faculty had received. This kind of "whole faculty professional development training" in an area was more common in elementary schools and often resulted in elementary teachers speaking the same language. This enhanced their opportunity to work together on a wide variety of school issues, not just those related to specific project goals.

Differences in Professional Development Across School Levels

Professional development activities in middle school/junior high school and secondary faculties were similar in type (e.g., workshops, conferences, courses) to those offered in elementary schools but because of school organization size and complexity, the way in which professional development activities were made available to middle/junior high school and secondary school faculties was different. If offered to the entire faculty, training had to be broadly based and thus more generic in nature, or teachers were grouped and received training by specialty area or teachers selected what they wished to attend and did so as individuals or in small groups. The outcome generally was not the same as for elementary schools in terms of professional development having a schoolwide effect; however, middle school/junior high school and secondary school faculty voiced the same reaction as elementary faculty members to professional development activities they had participated in; each interviewee was ebullient about the new skills and knowledge she/he had acquired.

More often than not, middle school/junior high school and secondary school interviewees spoke of the individual professional benefits they had derived from participating in professional development activities. The nature of their professional training as subject matter specialists centers their attention more on their department and what they teach than on schoolwide issues. Hence it was not uncommon to talk with excited intermediate and secondary teachers about conferences they had attended in their discipline and workshops they had participated in in their discipline. When groups of teachers were able to attend a regional or national meeting of their discipline (e.g., National Association for Teachers of English) they would come back to their school with a sense of renewal and enthusiasm for teaching. The fact that several teachers in a department were able to attend the same conference enabled teachers to collaborate on curriculum issues and the like.

Conversely, when schoolwide training in a particular area was provided its utility was limited because teachers said they did not often see its immediate application to the subject matter they taught or to their classrooms of students. This suggests that the use of schoolwide professional development activities to reach project goals in middle schools/junior high schools and secondary schools needs to begin small, i.e., within departments or grade level clusters, and gradually move outward to include a larger assemblage of individuals. When working with a diverse population, efforts to inculcate a new set of beliefs, values, and norms must be seen as viable by the individuals in each occupational community before an attempt can be made to make systemwide changes. Simply put, the variability that characterizes the organization and operation of middle schools/junior high schools and secondary schools needs to be honored and respected when staff development activities are being planned. Systemwide change is likely to occur if it is preceded by sub-system change. According to teachers, a key to facilitating this is through the availability of professional development activities that have a ready application to the subject matter being taught. Hence, if a schoolwide goal is to establish a cooperative learning environment, training in cooperative learning that is subject-matter based is likely to be more effective in middle/junior high schools and secondary schools than schoolwide inservice training in this area. Learning the new language of cooperative learning in one's native tongue has direct utility whereas learning a generic language apparently does not.

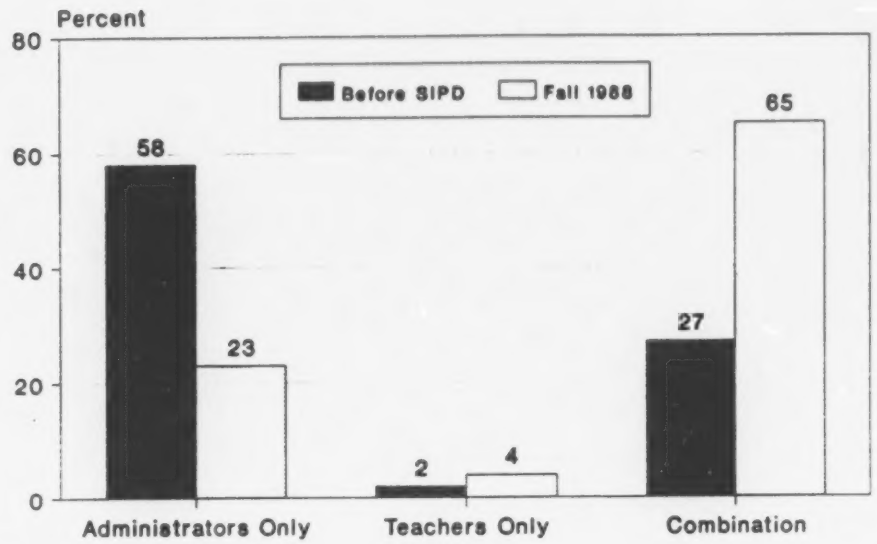


Figure 37. Responsibility for determining which professional development activities.

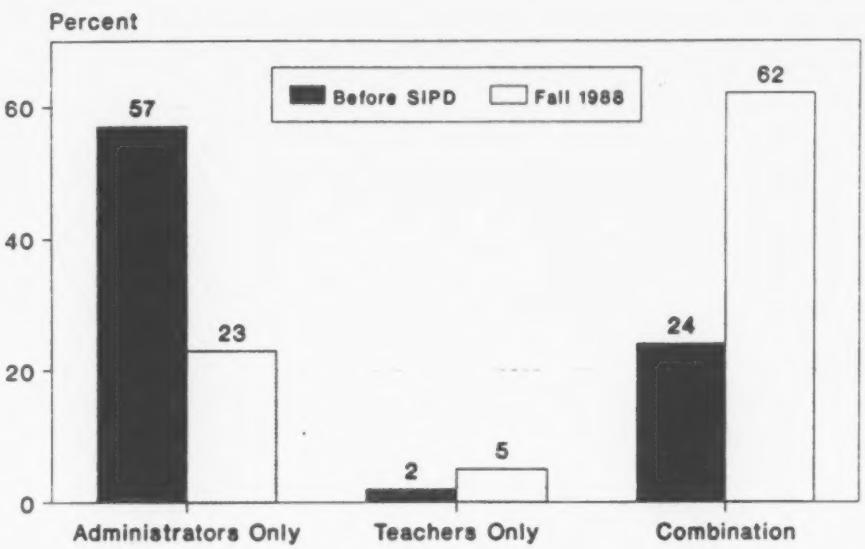


Figure 38. Responsibility for determining who participates in professional development.

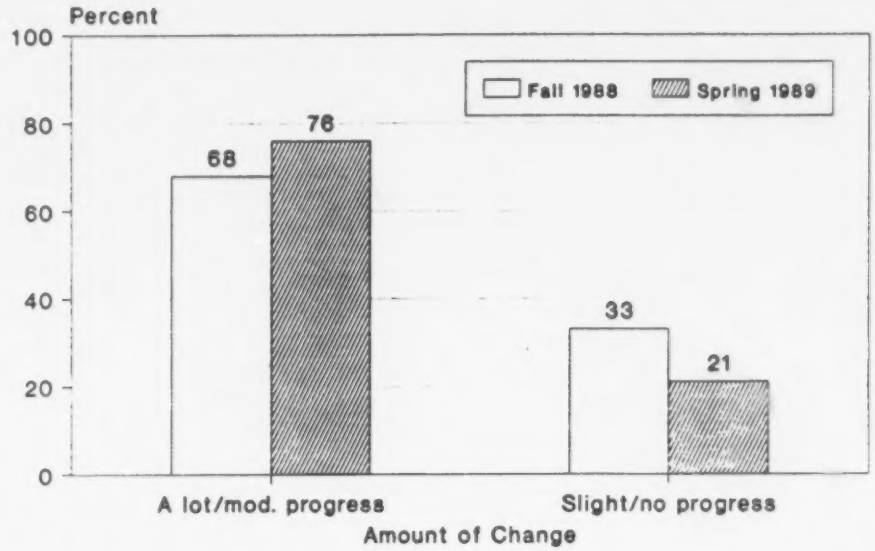


Figure 39. Change in teacher skills and strategies.

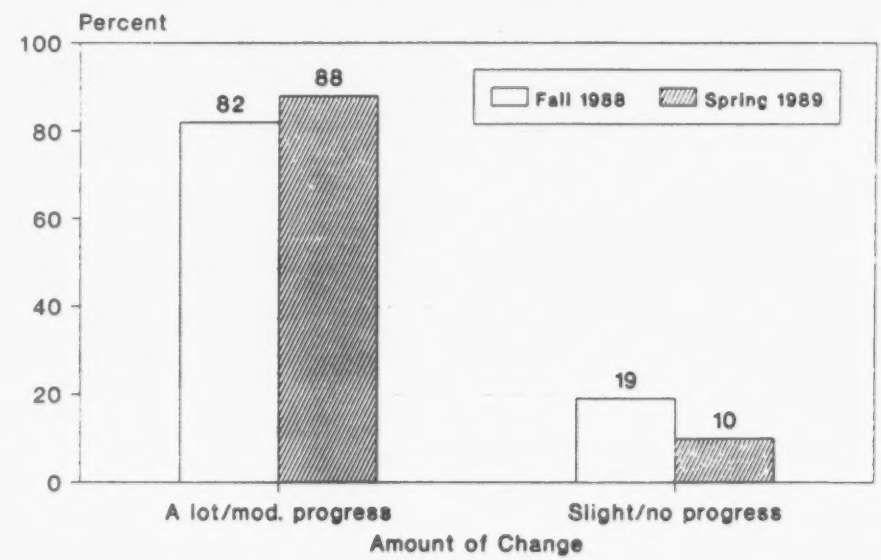
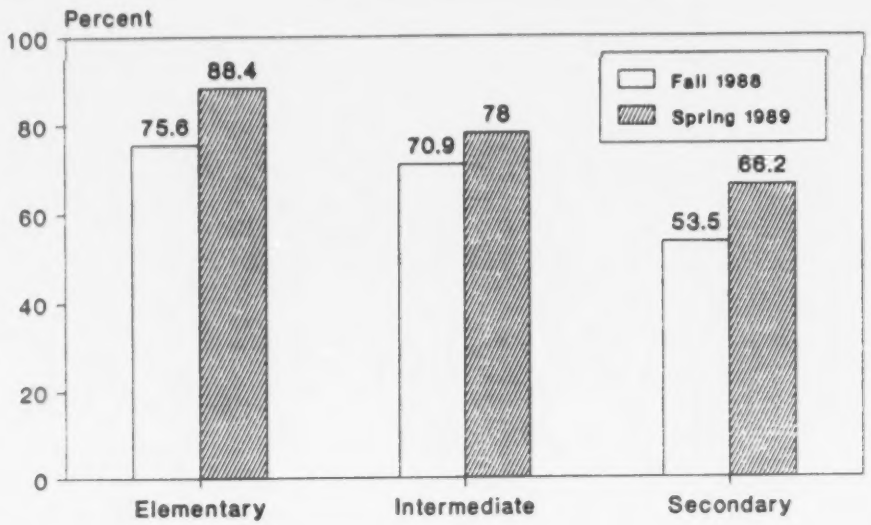
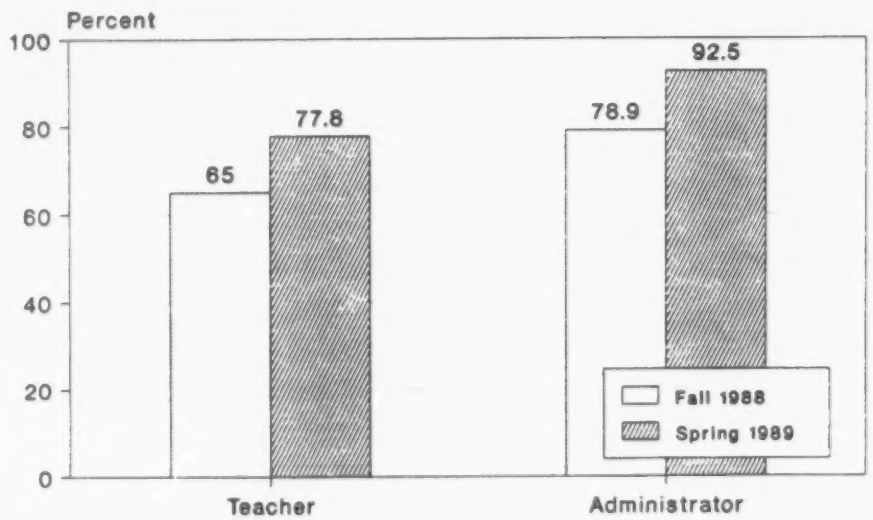


Figure 40. Change in professional development opportunities.



Note: *"A lot"* and *"Moderate Progress"* responses combined for each time point.

Figure 41. Change in teacher skills and strategies by grade level.



Note: *"A Lot"* and *"Moderate Progress"* responses combines for each time point.

Figure 42. Change in teacher skills and strategies by school position.

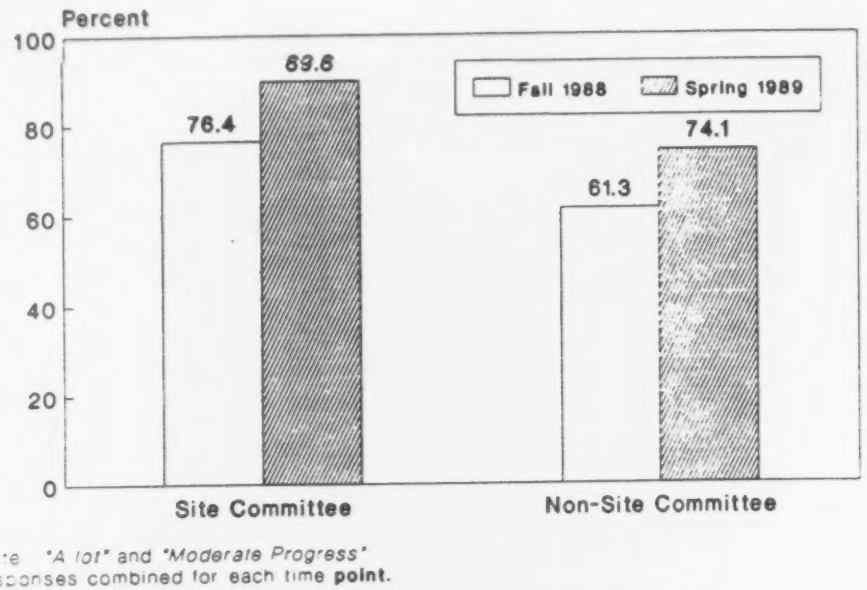


Figure 43. Change in teacher skills and strategies by site committee membership.

Faculty members were asked on the spring survey if their school's HB 2020 project had resulted in faculty now speaking the same language. Responding in the affirmative would indicate, among other things, that one of the effects of professional development activities had been acquisition of a common or shared language that could be used to discuss and implement components of their project. Speaking the same language also augurs well for consensus building in schools since collective opinion and agreement rest on individuals being able to communicate with one another using the same vocabulary. Less than half the respondents surveyed (42 percent) responded in the affirmative to the question. However, when data were reanalyzed by school level more elementary (54 percent) than either middle school/junior high school (31 percent) or secondary school teachers (32 percent) answered that their faculty now speaks the same language. As well, more administrators (64 percent) than teachers (42 percent) and more site committee members (60 percent) than non-site committee members (36 percent) answered in the affirmative.

These findings are not surprising given the nature of professional development training in elementary schools discussed earlier and the well-documented perceptual differences between organizational members holding different positions with different role responsibilities and assigned tasks (e.g., teacher/administrators; site committee members/non-site committee members) The importance of the findings lies in knowing the kind of outcome we can expect or hope for from professional development training at the end of the first year of a school improvement project at each of the school levels. Elementary schools are apt to see a change in practices much sooner than either middle schools/junior high schools or secondary schools because of issues related to school size and relative lack of complexity and diversity (in terms of school organization and preservice training of teachers). Conversely, change is going to be slower for middle schools/junior high schools and secondary schools.

In conclusion, the availability of professional development activities at all levels at a time when most districts have had to curtail staff development efforts was reported by interviewees to have been the most significant feature of their HB 2020 project. The opportunity to participate in a variety of workshops and conferences and to acquire new knowledge and information about teaching and learning enhanced teachers sense of themselves as professional educators. Although opportunity was predicated on there being available resources, it was the decisions teachers made about professional development activities that made the opportunities so worthwhile. This point is significant because it captures the essence of site-based management. Resources created opportunities that enabled teachers to make decisions about their professional lives.

Mini-grants

In addition to activities that were part of each school's general professional development program, SIPD schools could, if they elected to do so, design and administer a mini-grant program for eligible faculty members. The mini-grant program afforded individuals in a school an opportunity to pursue an independent activity or project that they were interested in but had not heretofore had the resources to engage in or accomplish. Responsibility for the development and management of a school's mini-grant program rested with school site committees. This included establishing criteria for applying for grants, publicizing or advertising the availability of grants, selecting grantees, monitoring grant projects, and overseeing the fiscal management of the mini-grant program (see Figures 44 and 45).

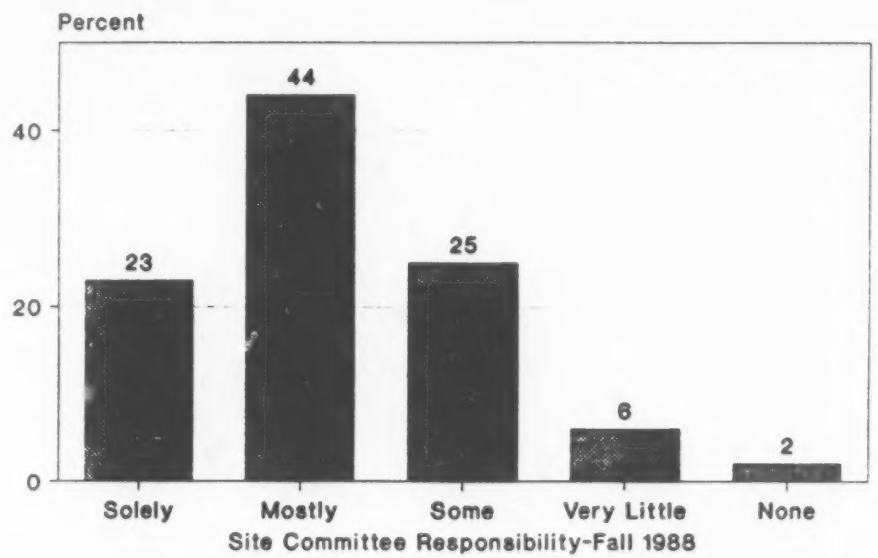


Figure 44. Responsibility for determining which professional opportunities to offer.

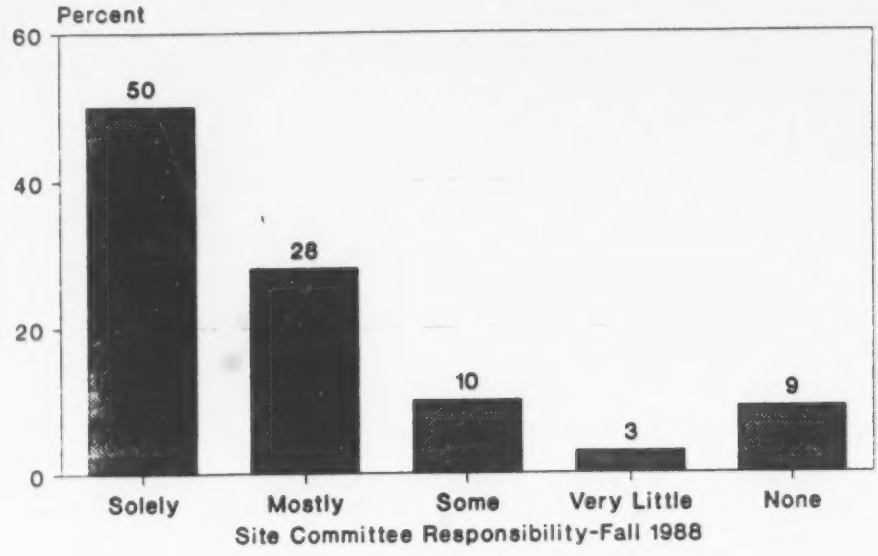


Figure 45. Responsibility for criteria to determine eligibility for professional mini-grants.

Individuals interested in applying for mini-grants were responsible for developing a proposal that discussed what project or activity they wished to pursue and its relationship to the schools SIPD project, what goals they were trying to reach and the means for assessing their attainment, and how they intended to use the resources (e.g., for curriculums development, to attend conferences, etc.). The mini-grant program was available to all faculty members and in most schools there was no limit on the number of grants one could apply for. Grants generally were in the range of $500-$1,000. At some schools, workshops were conducted to help individuals prepare proposals. While there were certain legislative requirements for awarding grants that were the same for all SIPD schools, e.g., demonstrating the relationship between mini-grants and a school's SIPD project goals, schools, specifically site committees, had latitude in tailoring grant requirements to further the professional development of all school personnel. This generally was accomplished through a provision in a school's grant application that stipulated that grantees were required to write a short paper about their activity or project to be disseminated to all faculty members or to present at a faculty or special interest group meeting their project results or what knowledge or new information they had acquired as a result of pursuing an activity.

The majority of mini-grants were awarded to individuals interested in acquiring new teaching strategies and knowledge through participation in workshops and conferences. When interviewees were asked about goals they hoped to reach through their mini-grant, respondents at all levels cited personal professional goals related to teaching and learning, specifically, to increase their knowledge and expertise about teaching and learning and to be able to exchange and share ideas with other professionals. For many respondents, there seemed to be a blurred distinction between grant goals and personal professional needs. Having the opportunity to select and attend conferences and workshops and to pursue projects of their own choosing were identified as the most satisfying aspects of receiving a mini-grant. In terms of assessing whether their goals were being reached, most interviewees returned to their discussion of the activities they were involved in

and talked about the new ways they organized their classrooms for instruction, how they employed new methods for working with certain kinds of students, how they had developed new curriculum materials, and the like. Many did not equate these outcomes with goal attainment; rather, they referred to them as the way they utilized the information gained from their grant experience. For interviewees, being able to assess goal attainment was not as important as being able to demonstrate -- during the interview -- how they used what they had learned and the difference it made in what they were able to do in their classrooms. The fact that their classroom climate had improved, or student learning had increased, or their teaching repertoire had been expanded was what mattered to grantees.

There are many similarities between the kinds of activities associated with mini-grants and those associated with a school's general professional development program. In many respects mini-grants were a microcosm of a school's general professional development program. For example, workshops and conferences in particular were selected most often by faculty members for both kinds of professional development activities. This occurred because staff development opportunities had been curtailed in most districts and teachers were hungry for new information about teaching and learning, and because workshops and conferences in their field(s) of interest are often the most appropriate venue for this to occur. These kinds of activities also offer an opportunity for professionals to exchange and share ideas with other professionals. The major difference that distinguishes mini-grants from a school's general professional development program is that with mini-grants individuals could design a project tailored to their specific needs and interests. Although the mini-grant project had to relate to the school's SIPD project goals, it afforded individuals an opportunity to pursue a special interest.

For faculty members, having the additional resources to pursue a special interest made the mini-grant worth coveting. The fact that interviewees spoke of their "mini-grant experience" in much the same vein as interviewees had discussed their school's professional development activities speaks to the wishes of individual school personnel (as opposed to district administrators) being reflected in the school's professional development program. According to all interviewees, having a voice in determining how resources were to be allocated in an area central to their professional lives made an enormous difference in their perceptions of who they were and what they were able to accomplish as educators.

6. RESULTS AND DISCUSSION: ACCOMPLISHMENT OF PROJECT GOALS

In this section we attempt to answer the question "To what extent did the projects reach the goals established in their applications?" To do this, we look to the fourth quarter reports, in which projects were asked to submit outcome data.

In reviewing the fourth quarter reports, we found that seven of the 70 projects did not submit reports at all. Of the 63 reports received, only 42 included any outcome data. In many cases, data were available and included for some goals but not others. Student achievement data was often not yet available at the time the report was written. Of those including data, only 34 had summarized or interpreted the data in relation to project goals. Of this group, most met some of their goals, but only a handful provided evidence that they had met all of their goals. A typical pattern was to see improvement in some attitude areas, or improvement in student achievement at some grade levels but not others. This does not suggest that SIPD projects were not successful, but rather that, in many cases, the data were not available to answer the questions, or that goals were too numerous and too ambitious to be met in one school year.

These findings from the quarterly reports suggest a number of different conclusions. First, it is clear that project staff need more training and technical assistance in collecting, summarizing, and interpreting data to determine if project goals were met. Second, the time frame of the grant period was too short in many cases to expect dramatic improvement in variables such as student attitudes and student achievement. Further, most schools who wanted to look at student achievement did not have their spring test scores back from their scoring service in time to include them in the fourth quarter report. Those who did have student achievement data typically found improvement in some areas or grade levels but not others. It is probably too much to expect that inservice training in a new teaching strategy such as cooperative learning will produce dramatic changes in student achievement in a few short months. Finally, if this evaluation question is important, more emphasis should be placed on evaluation activities as part of SIPD grants.

Role of the Site Committees

The Site Committees were the key to meeting project goals. As we will see in Chapter 7, one of the key predictors of project outcomes and project success was site committee leadership. As we saw previously in Table 8, staff tended to agree that the site committee was a catalyst for meaningful change in the school; the site committee had a clear vision of how to improve the school; the site committee shared information effectively with the school faculty; and the site committee represented the interests of the entire school faculty in its decision making.

More than 600 persons statewide served on site committees. The average site committee had approximately nine members. Site committees were composed of 66 percent teachers, 14 percent administrators, 11 percent parents and community members, with the remaining members specialists or counselors.

The SIPD site committees had responsibility for several important aspects of school improvement. These included gathering data on needs, interpreting needs, making specific decisions, establishing goals, setting criteria, designing activities, allocating resources, gathering data on

progress, determining professional development programs and who is eligible for them, evaluating programs, and determining if goals have been met. Taken together, the data present a picture of most SIPD site committees being truly empowered to carry out the most important aspects of their school improvement projects.

Several questions were added to both the Fall and Spring questionnaires for the site committee members to answer. These questions pertained to the frequency of site committee meetings and site committee activities. Table 17 shows the frequency of site committee meetings during each quarter of the project. Except for the summer, committees were most likely to meet twice a month. Over a fourth of them met at least once a week, and slightly less than a fourth met only once a month. Most did not meet frequently during the summer.

Table 18 displays the site committee responsibilities as reported on the Fall questionnaire. At least two-thirds of the respondents felt these areas were solely or mostly the responsibility of the site committee, except for "establishing school improvement goals," where only 52 percent of the site committee members took sole or most of the responsibility.

Figures 46 to 49 show the site committee responses to questions on the Spring questionnaire. At least three-fourths of the respondents agreed that they had well-defined processes in place to monitor the implementation of changes associated with the SIPD activities, and to assist staff with implementing the changes.

Only 38 percent of the site committee members disagreed that the effects of the SIPD project would dissipate without continued external financial support (Figure 48). There seemed to be a fair amount of uncertainty (27 percent) over what would happen without continued funding. Figure 49 shows that the majority of projects had held some formal discussions about future plans for the project by April 1989, but a third of the projects had only discussed future plans informally or not at all.

Table 17.
Site Committee Meeting Frequency

	TIME PERIOD			
Percent Meeting:	**Summer 88**	**Fall 88**	**Winter 89**	**Spring 89**
At Least Once Weekly	4	26	26	29
Twice Monthly	17	46	46	44
Once Monthly	31	23	24	24
Less Than Once Monthly	48	5	4	3

Table 18.
Site Committee Responsibilities
(Fall 1988 Survey)

Items	DEGREE OF SITE COMMITTEE RESPONSIBILITY Percent Responding: Solely	Mostly	Some	Very Little	None
Collecting data on potential improvement needs	23	52	20	3	1
Interpreting data on potential improvement needs	27	50	20	3	0
Deciding specific areas where improvement is needed	16	44	31	7	2
Establishing school improvement goals	16	36	33	9	5
Determining criteria for school improvement goals	22	46	24	6	2
Designing school improvement activities	19	46	26	6	4
Allocating resources for school improvement activities	43	35	14	4	4
Gathering data to note progress toward reaching school improvement goals	28	46	20	5	1
Determining which professional development opportunities to offer	23	44	25	6	2
Developing criteria for determining eligibility for individual teacher professional mini-grants	50	28	10	3	9
Evaluating school improvement programs	20	48	23	6	3
Determining if school improvement goals have been met	28	45	20	4	3

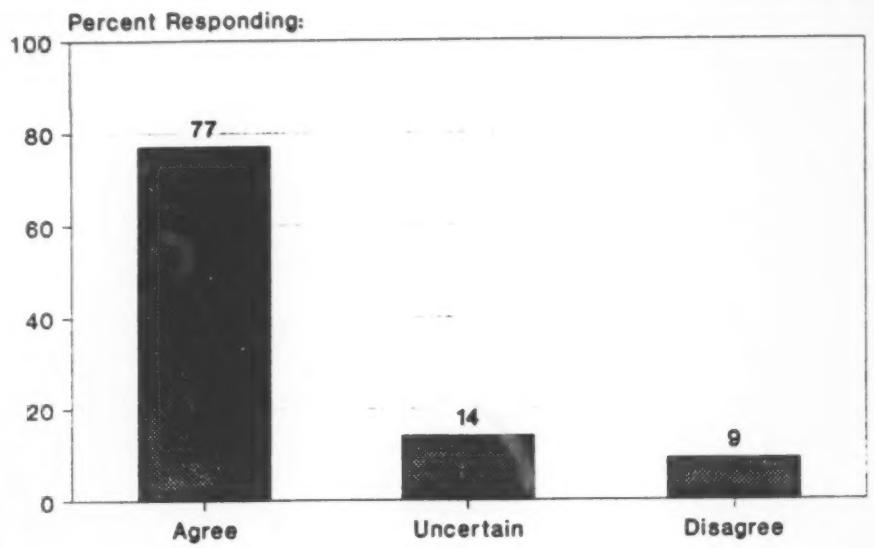


Figure 46. We had a well-defined process to monitor the implementation of changes for HB 2020.

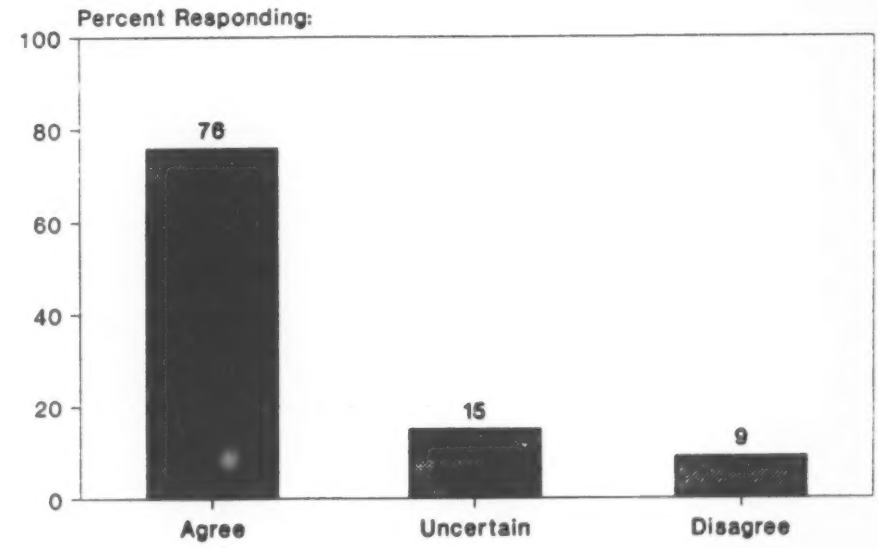


Figure 47. We had a well-defined process to assist staff with actual change implementation.

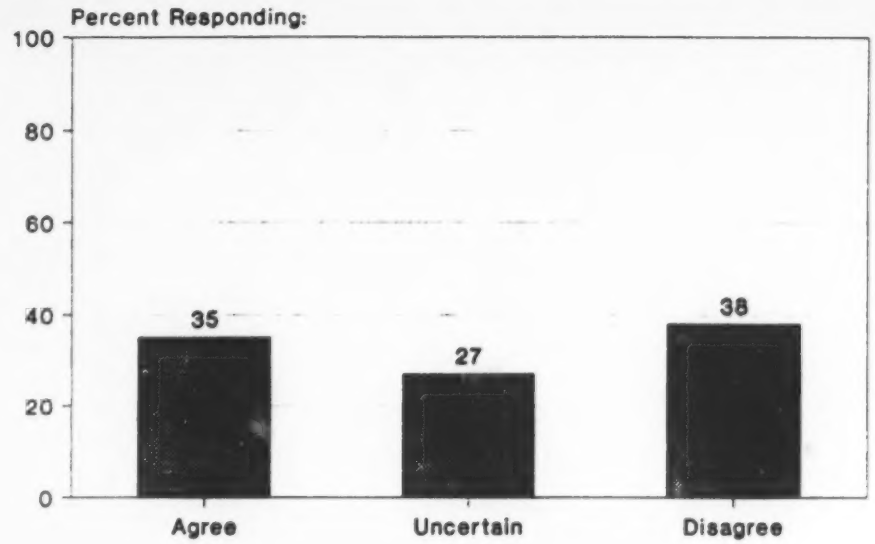


Figure 48. Without continued external financial support, 2020 effects will dissipate.

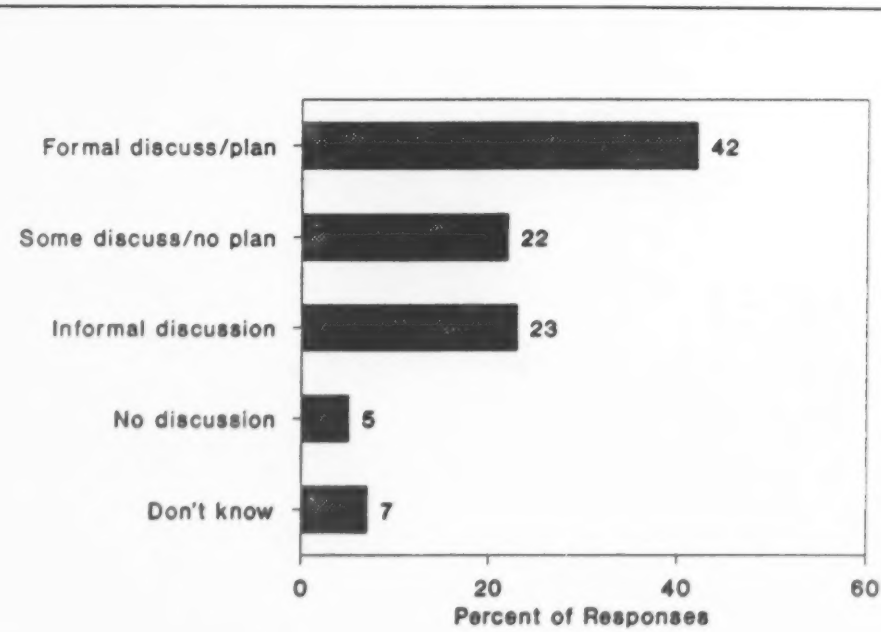


Figure 49. Future planning for project (as of April 1989).

7. RESULTS AND DISCUSSION: IMPROVEMENT OF STUDENT OUTCOMES

Most of the 70 SIPD projects included improvement of student achievement, attitudes, or behaviors as one of their project goals. However, as we saw in the previous section, student outcome data were not available at most of these sites, or it was premature to expect results after only one year of project activities. However, three items on the Fall and Spring questionnaires asked for staff opinions about progress in these areas.

Table 19 shows the mean amount of progress that staff perceived had been made in student achievement, student attitudes, and student behaviors as of Fall 1988 and Spring 1989. At both time points, the averages fall between "slight progress" and "moderate progress," with more progress seen by Spring than was seen in the Fall. Again, since not all projects had goals directly aimed at improving student achievement, the overall perception of progress in student outcomes may be diminished. Also, those projects that focused on curriculum development or staff training will not see the impact on students immediately. The greatest increase in progress was seen in student achievement, followed by student attitudes and student behaviors. These changes are illustrated in Figures 50 to 52.

Table 19.
Progress in Student Outcomes

	Fall 1988		Spring 1989	
Item	**Mean**	**S.D.**	**Mean**	**S.D.**
Student Achievement	2.60	.84	2.26	.81
Student Attitudes	2.53	.92	2.32	.91
Student Behavior	2.74	.93	2.60	.91

Key:

1 - A lot of progress
2 - Moderate progress
3 - Slight progress
4 - No progress

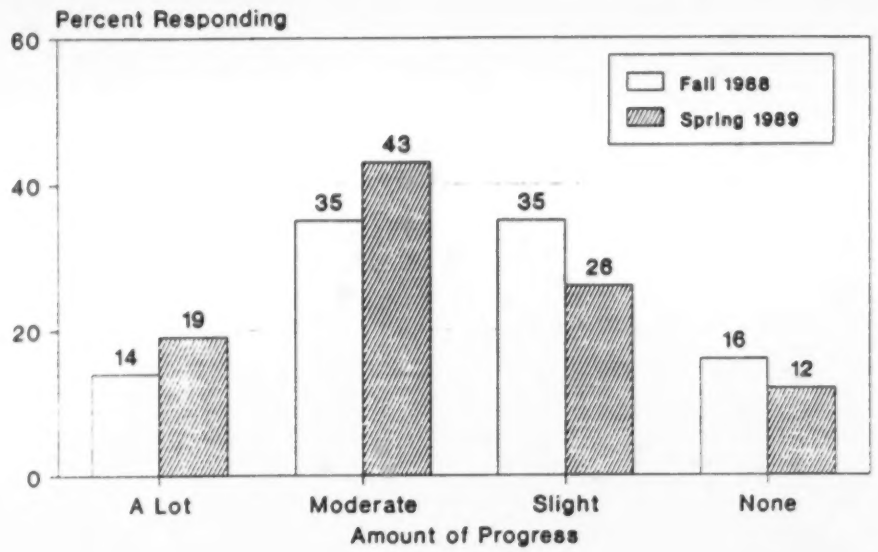


Figure 50. Progress in student outcomes: Student Attitudes.

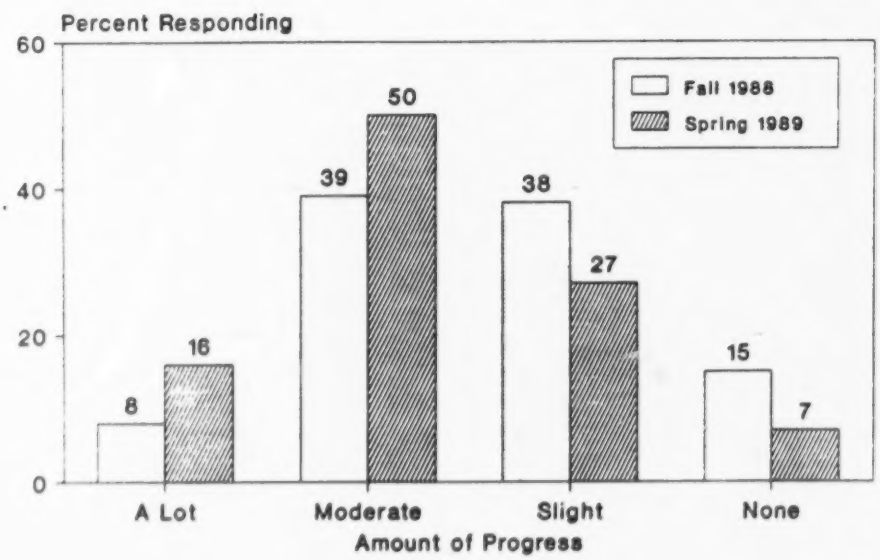


Figure 51. Progress in student outcomes: Student Achievement.

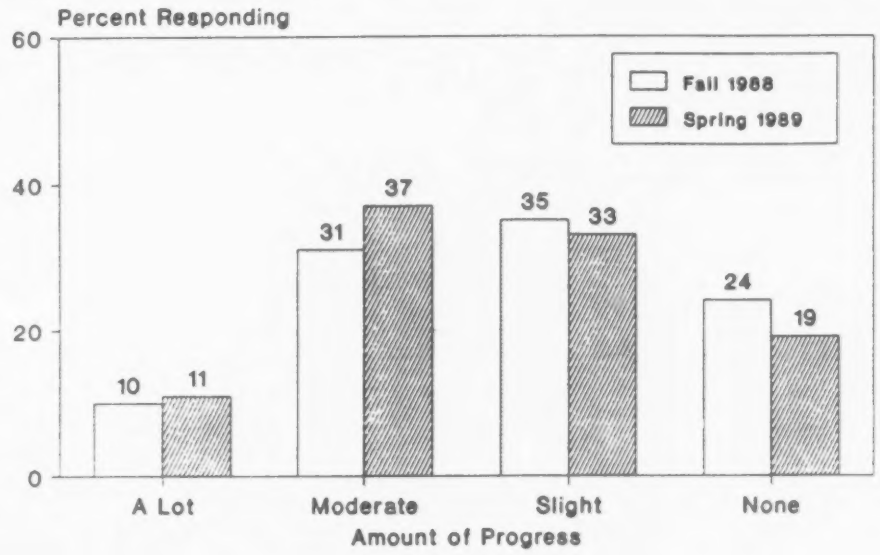


Figure 52. Progress in student outcomes: Student Behavior.

8. RESULTS AND DISCUSSION: PROJECT CHARACTERISTICS AFFECTING OUTCOMES

In order to answer the evaluation question, "What aspects of project context, design, and implementation affected project success?", it is necessary to have some reliable measure of project success. As we have seen in the previous sections, many projects did not have good outcome data available to them by the end of the school year. Many who did have information such as questionnaire data, attendance data, or mini-grant reports, were not able to summarize or interpret the data in a way that clearly demonstrated the positive effects of the SIPD project. In order to have a measure of project success that could be looked at across projects, we turned to the Fall and Spring Questionnaires.

Regression Analyses

Table 22 in Appendix B lists the items on each questionnaire that were combined to form each of the scales described below. We created two dependent variables, *Project Outcomes* and *Project Success*. We then looked at several independent variables which we labeled *Goal Setting Processes, Professional Growth Activities, Site Collaboration, School Climate, Site Committee Leadership, Principal Leadership,* and *Personal Involvement in SIPD* to see which of these characteristics of the school and the SIPD project accounted for project outcomes and project success. This analysis called for the use of multiple linear regression, with stepwise entry of the independent variables into the equation.

Project Outcomes. This scale consisted of the same 14 items on both the Fall and the Spring questionnaires. Each item began with the stem, *"Since Spring 1988, how much progress has there been to date in the following areas, as a direct or indirect result of implementing your HB 2020 project?"* The 14 areas included student outcomes such as behavior and achievement, staff outcomes such as professional development opportunities and influence in decision making, and parent involvement.

Project Success. This scale contained items found only on the Spring questionnaire, and included specific questions about the HB 2020 project such as:

> *The 2020 project has caused me to change a great deal.*
>
> *The 2020 project has made a difference for students at this school.*
>
> *We have quality, practical resources with which to implement our 2020 activities.*

Goal Setting Processes. These seven questions asked about goal setting activities at three points in time, which formed three different scales. The Fall questionnaire asked respondents to rate items "before 2020" and at the "present time." The Spring questionnaire also asked for ratings of goal setting activities at the "present time." Sample items include:

> *Community involvement is sought in developing the school's goals.*
>
> *Goals for school improvement have the backing and commitment of nearly all teachers in this school.*
>
> *Goals for school improvement directly influence what goes on in this school.*

Professional Growth. These six items asked about staff development activities at three points in time, forming three different scales for "Before 2020," "Fall 1988," and "Spring 1989." Sample items include:

There is an ongoing program of staff development based on established needs.

Teachers in this school seek better ways of teaching and learning.

Teachers frequently share ideas with each other.

Site Collaboration. These six items asked about collaboration between teachers and administrators at three points in time, forming three different scales for "Before 2020," "Fall 1988," and "Spring 1989." Sample items include:

Teachers and administrators work together on areas which are causing problems and concerns in the school.

Collaborative curriculum planning takes place in this school.

Teachers have enough opportunity to influence decisions that affect their work.

School Climate. These nine items appear only on the Fall questionnaire and ask about conditions "Before 2020" and at the "Present Time." Sample items include:

There is a feeling of warmth and friendliness in the atmosphere of this school.

Teachers are enthusiastic about working with each other.

When we have conflicts in this school, the result is constructive, not destructive.

Site Committee Leadership. These four items appeared on both the Fall and Spring questionnaires. Examples include:

The 2020 Site Committee is a catalyst for meaningful change in this school.

The 2020 Site Committee shares information effectively with the school faculty.

Principal Leadership. These seven items appeared on both the Fall and Spring questionnaires. Examples include:

The principal communicates a clear vision of what the school should accomplish.

The principal shows teachers how they can contribute to the school's mission through their instruction.

The principal plays a strong leadership role in the process of change and improvement.

Personal Involvement in SIPD. These 15 items were asked on both the Fall and Spring questionnaires, and attempted to measure how influential and involved individuals were regarding the 2020 project. Items included:

My input is reflected in how decisions concerning the 2020 project are made.

When I participate in the 2020 project, I feel I can influence the future of this school.

I feel reluctant to become involved in the 2020 project (scale reversed).

Categorical Variables. District size, school level, and staff position were also entered as predictors in the regression analysis. The regression analyses were performed separately for the Fall and Spring questionnaires. Results for the prediction of *Project Outcomes* are shown in Table 20 for both the Fall and Spring questionnaires. The order in which the independent variables enter in to the regression equation is an indication of their importance in predicting *Project Outcomes*. Generally, the first three or four variables that enter into the regression equation account for most of the variance. Because of the large sample sizes, small increments in the variance accounted for (R^2) were statistically significant, but probably not of practical significance.

The variables which accounted for over half of the variance in *Project Outcomes* in the Fall were *Personal Involvement in SIPD, School Climate in the Fall 1988, Site Committee Leadership,* and *Goal Setting Processes in the Fall 1988.* The variables which accounted for over 65% of the variance in *Project Outcomes* in the Spring were *Goal Setting Processes in the Spring 1989, Personal Involvement in SIPD, Site Committee Leadership,* and *Principal Leadership.* Thus, three out of the four most powerful predictor variables in the Fall and the Spring were the same variables. *School Climate* entered the equation second for the Fall questionnaire, but it was not measured in the Spring. *Principal Leadership* entered the equation fourth with the Spring questionnaire, and some of the items were similar to those grouped under *School Climate.* In other words, there was a fair amount of consistency in which characteristics contributed to successful *Project Outcomes* in both questionnaires.

The items comprising the variable *Project Success* were measured on the Spring questionnaire only. Table 21 shows the most important predictors of the success of the school improvement projects were *Site Committee Leadership, Personal Involvement in SIPD,* and *Professional Growth Activities in the Spring 1989. Goal Setting Processes in the Spring 1989, Principal Leadership,* and *School Level* were also statistically significant. In total, over 66 percent of the variance in *Project Success* was accounted for by these variables.

Open-Ended Questions from Fall Questionnaire

The Fall questionnaire included three open-ended questions designed to shed light on the most and least successful features of the SIPD project to date. The perceptions of successes early in the projects probably relate to successful project outcomes. Respondents were asked to respond to three questions:

1. So far, what features of your school's 2020 project are most successful or effective?
2. So far, what features of your school's 2020 project are the least successful or effective?
3. What changes, if any, would you make in your school's 2020 project?

Table 20.
Regression Analyses
Predicting "Outcomes"

Fall 1988 Survey		R	R^2
1.	Personal Involvement	.63	40%
2.	School Climate - Fall	.70	49%
3.	Site Committee Leadership	.72	52%
4.	Goal Setting - Fall	.73	54%
5.	School Level	.74	54%
6.	School Climate Before SIPD	.74	55%
7.	Principal Leadership	.74	55%
8.	Professional Growth	.75	56%
9.	Site Collaboration - Fall	.75	56%
10.	Position	.75	56%
11.	District Size	.75	56%

Spring 1989 Survey		R	R^2
1.	Goal Setting - Spring	.69	48%
2.	Personal Involvement	.78	61%
3.	Site Committee Leadership	.80	63%
4.	Principal Leadership	.81	65%
5.	Professional Growth - Spring	.81	66%
6.	School Level	.82	67%
7.	Site Collaboration - Spring	.82	67%

Table 21.
Regression Analysis
Predicting "Project Success"

Spring 1989 Survey		R	R^2
1.	Site Committee Leadership	.73	54%
2.	Personal Involvement	.78	61%
3.	Professional Growth - Spring	.81	65%
4.	Goal Setting - Spring	.81	66%
5.	Principal Leadership	.81	66%
6.	School Level	.81	66%

Any relevant comments, other than those such as "unknown" or "too early to tell" were considered valid, and the first three valid comments to each question were coded. Nearly a third of the respondents gave no valid comments to any of the three questions. As far as most successful features, professional development and mini-grant opportunities (39 percent), and project outcomes (28 percent) were mentioned most frequently. Project outcomes included such comments as "student attendance seems to be up" and "the creation of a new attendance policy has been very important."

Staff also valued the by-products of their projects, such as communication, affect, and involvement (15 percent). Their comments in this category included such statements as "teachers are communicating positively," and "a large percentage of the staff are involved." Specific statements about governance (8 percent), goal setting activities (8 percent) and evaluation (0 percent) were not mentioned frequently as successful features of the SIPD projects.

Project outcomes (29 percent) were the most frequently mentioned *least* successful features of the SIPD projects. These comments reflected both a lack of success or a lack of progress in implementation of some feature. Other areas that were mentioned as least successful features included staff involvement (19 percent), time or energy required to participate (18 percent), and type of or procedures for staff development and mini-grants (12 percent). It is interesting to note that project outcomes were mentioned as most successful *and* least successful in about the same proportion of responses. Communications, affect, and involvement received slightly more mentions as a *least* successful feature, than as a *most* successful feature.

The most frequently mentioned suggestions for changes in the SIPD projects involved time and/or energy requirements (24 percent). Project outcomes (17 percent), administrative constraints such as reporting requirements and budget prohibitions (16 percent), and communication, affect, and involvement (15 percent) were also mentioned as possible project changes.

Appendix A

References

References

Anderson, B. and Odden, A. State initiatives can foster school improvement. *Phi Delta Kappan*, April 1986.

Effective schooling practices: A research synthesis. Portland, Oregon: Northwest Regional Educational Laboratory, School Improvement Program, April 1984.

Appendix B

Supplementary Table

Table 22.
SIPD Questionnaire Scales

Scale Name	Fall Questionnaire Items	Spring Questionnaire Items
1. Outcomes	98-111	30-43
2. Project Success		64-74
3. Goal Setting/Pre-SIPD	28,44,46,50,56,58,62	
4. Goal Setting/Fall	29,45,47,51,57,59,63	
5. Goal Setting/Spring		9,15,17,19,20,22
6. Professional Growth/Pre-SIPD	22,30,38,66,68,74	
7. Professional Growth/Fall	23,31,39,67,69,75	
8. Professional Growth/Spring		10,13,24,25,28
9. Site Collaboration/Pre-SIPD	8,10,12,20,32	
10. Site Collaboration/Fall	9,11,13,21,33	
11. Site Collaboration/Spring		4,5,6,8,11,16
12. Site Committee Leadership	125,126,129,130	53,54,57,58
13. Principal Leadership	43,61,77,118,131	3,7,21,14,29,47,59
14. School Climate/Pre-SIPD	6,14,16,18,24,26 46,48,54	
15. School Climate/Fall	7,15,17,19,25,27,41 49,55	
16. Personal Involvement in SIPD	112-117,119-124,127, 132,133	44-46,48-52,55, 60-63